



Housing Element

2007-2014



Community Development Department
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Housing Element 2007-2014

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October 15, 2009

Mr. Fred Diaz
City Manager
City of Fremont
P.O. Box 5006
Fremont, CA 94537-5006

Dear Mr. Diaz:

RE: Review of the City of Fremont's Adopted Housing Element

Thank you for submitting Fremont's housing element adopted July 14, 2009 and received for review on July 20, 2009. The Department is required to review adopted housing elements and report the findings to the locality pursuant to Government Code Section 65585(h). Telephone conversations with Mr. Dan Schoenholz, General Plan Update Project Manager, facilitated the review.

The adopted element addresses the statutory requirements described in the Department's May 8, 2009 review. Therefore, the Department is pleased to find Fremont's adopted element in compliance with State housing element law (Article 10.6 of the Government Code). Among other things, the element now includes a complete sites inventory and analysis of potential governmental constraints.

The Department commends Fremont's efforts to facilitate the development of a variety of housing types including mixed-use residential (Action 3.03-D), units with three or more bedrooms (Action 3.03-B), and multifamily housing (Action 3.02-B). Additionally, goals and programs to encourage and facilitate housing with supportive services (Goal 7), preserve units "at-risk" of conversion to market-rate (Action 4.01-A), and provide resources to develop housing for extremely low-income households (Action 3.01-C), are particularly notable. Successful implementation of these and other programs will increase housing opportunities for families and the City's workforce while maximizing the effective use of land, create livable neighborhoods and promote economic vitality.

Successful implementation of Action 3.01-B, to provide flexibility in meeting housing requirements and Action 3.04-E, to review and modify the City's fee structure; are critical to mitigate potential constraints to the development of housing and compliance with housing element law. The City must monitor and report on the results of these and other programs through the annual progress report, required pursuant to Government Code Section 65400.


Mr. Fred Diaz

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The Department is also pleased to report Fremont now meets specific requirements for several State funding programs designed to reward local governments for compliance with State housing element law. For example, the Housing Related Parks Program, funded by Proposition 1C, the Local Housing Trust Fund and the Building Equity and Growth in Neighborhoods (BEGIN) Programs include housing element compliance either as a threshold or competitive factor in rating and ranking applications. More specific information about these and other programs is available on the Department's website at http://www.hcd.ca.gov/hpd/hrc/plan/he/loan_grant_hcompl011708.pdf.

The Department wishes the City of Fremont success in implementing its housing element and looks forward to following its progress through the General Plan annual reports pursuant to Government Code Section 65400. If the Department can provide assistance in implementing the housing element, please contact Melinda Coy, of our staff, at (916) 445-5307.

Sincerely,



Cathy E. Creswell
Deputy Director

cc: Jeff Schwob, Planning Director

Chapter 1: Introduction

The purpose of the Housing Element is to ensure that a decent, safe, affordable supply of housing is provided for current and future Fremont residents. The Element strives to conserve the City's existing housing stock while providing opportunities for new housing for a variety of income groups.

The Housing Element is part of the Fremont General Plan. Unlike the other elements, however, it is subject to review and certification by the State of California. Each city and county in the state must submit their Housing Element to the Department of Housing and Community Development (HCD). HCD evaluates the document based on specific criteria to determine whether it meets the requirements that have been set by the California Government Code. State certification assists the City in qualifying for affordable housing funds. It also helps ensure the legal adequacy of the General Plan and demonstrates that the City is doing its fair share to address regional housing needs.

The Housing Element is also distinguished from the rest of the General Plan in that the Government Code requires that it be updated every five years. The State Legislature has the authority to extend this five-year cycle. The previous City of Fremont Housing Element, adopted in April 2003, covered the period from 2001 to 2006. In accordance with the Legislature's schedule, the new Housing Element covers a period that began on January 1, 2007 and ends on June 30, 2014.

The policies included in this Housing Element continue and build upon the solid foundation of housing programs developed by the City in previous updates. New objectives and programs may be added as those contained in this Element are accomplished.

The data and analysis requirements for the Housing Element are much more substantial than those for the other elements of the General Plan. Thus, this document has been designed as a freestanding report. A companion document, the Housing Element Summary, will appear within the body of the General Plan, which is undergoing a comprehensive update and will be completed in 2009 or 2010. The Summary will include a condensed version of the housing data and analysis, and will repeat the full set of goals, policies, and action programs. The Housing Element is fully consistent with the other elements of the current General Plan and will also be consistent with the updated General Plan.

1.1 HOUSING AND THE GENERAL PLAN VISION

The City of Fremont's current General Plan was adopted in May 1991. In 2007, the City launched a comprehensive General Plan update intended to guide growth and development through the year 2030. In the updated General Plan, the City Council's vision for meeting the City's housing needs through focused development near public transit will be among the Plan's highest priorities. The Plan will call for and help facilitate the transformation of the Fremont BART Station area/Central Business District, the area near the Centerville Train Station, and the future Irvington BART Station area into

mixed use communities with new housing, offices, retail shops, public facilities, and open spaces. The Housing Element will specifically identify opportunities for construction of 4,380 new housing units in the 2007-2014 time horizon. The updated General Plan will also place great emphasis on the preservation and improvement of the City's residential neighborhoods. It will continue to recognize the benefits of a diverse, well-maintained housing stock.

Fremont voters have enacted two initiatives—Measure A in 1982 and the Hill Area Initiative of 2002—that limit the amount of housing development in Fremont's hill areas. The Housing Element is consistent with these two measures. The updated General Plan, with its focus on future intensification in the developed core of the City, will also be consistent with these measures.

While the focus of the General Plan is on the City of Fremont, it is important to view the Plan in the larger context of the San Francisco Bay Area. The shortage of affordable housing is widely recognized as one of the greatest challenges facing the Bay Area today. The region's housing costs are consistently the highest in the nation, potentially threatening its future economic vitality, environment and quality of life. The regional population is expected to grow by another two million residents by 2035, with housing supply continuing to lag behind demand.

The housing shortage crisis has sparked a region-wide effort to make more efficient use of land in established communities and create a land use pattern that supports higher density housing and transit use. The City of Fremont's updated Housing Element is in keeping with this movement. The updated General Plan will reinforce the Housing Element's emphasis on directing growth toward the core of the City where transit options and other services are more readily available.

Fremont needs new housing to survive as a healthy city. The City's workforce is expected to grow by tens of thousands by 2030 as remaining vacant industrial lands are developed and older industrial and commercial sites are redeveloped, generating significant employment growth. Fremont needs housing for these workers, as well as for its teachers, its police and fire personnel, its nurses and child care workers and the retail and service workers that are the lifeblood of the local economy. Fremont also needs housing for seniors and others with limited mobility and fixed incomes. And the City needs housing for families in crisis and others who cannot find adequate shelter in the local marketplace.

While the City has witnessed considerable residential construction during the past several years, most of the new homes have been affordable to just a small fraction of the City's population. Close to half of the City's households are paying more than 30 percent of their income on housing costs alone. The Housing Element provides a strategy for supplementing "market rate" housing with housing that is affordable to a larger segment of the population. This includes opportunities for first-time homebuyers, new rental housing, and housing especially designed for people with special needs, such as the elderly and disabled.

1.2 THE “FAIR SHARE” PROCESS

State law has established a process for assigning the responsibility for housing production in California to individual cities and counties. This process is known as the Regional Housing Needs Determination, or the “fair share” allocation process.

The fair share process began in the mid-2000s, as the State Department of Housing and Community Development (HCD) determined the number of new housing units that the nine-county Bay Area needed to produce between 2007 and 2014 to satisfy regional demand. After the Association of Bay Area Governments (ABAG) negotiated with HCD, this figure was set at 214,500 units, based on projected economic and population growth in the region.

ABAG developed a formula to allocate the 214,500 housing units to the cities and counties of the Bay Area. The formula took a number of factors into consideration, including projected job growth, population growth, land supply, and local policies. In addition to identifying the total number of units assigned to each community, the formula determined how many of these units needed to be affordable to very low, low, moderate, and above moderate income households. This distribution was based on existing demographics, and an effort to more evenly balance lower income housing within the region. After adjustments were made based on additional information and data provided by cities and counties, ABAG issued final fair share numbers in June 2008.

Fremont’s assignment for the 2007-2014 period was 4,380 units. This was substantially lower than the assignments for the previous Housing Element (6,708 units), in large part due to refinements in projections for employment growth in Fremont. While the overall number of units assigned is lower, however, a much higher proportion of these units must be affordable for the very low and low income brackets. The City’s assignment includes 1,348 units affordable to very low income households, 887 units affordable to low income households, 876 units affordable to moderate income households, and 1,269 units affordable to above moderate income households. Although State law does not require the City to physically develop these units, it does require that adequate sites be provided for their construction and that programs be implemented to facilitate their development.

Since the current period began in January 2007, the City has made progress toward meeting its fair share targets. By June 2009, 2,147 total housing units were built or approved, including 269 units of moderate-income housing and 147 units of low-income housing. This progress is further documented in Chapter 4.

1.3 COMMUNITY PARTICIPATION

As described earlier, the City of Fremont is undertaking a comprehensive update of its General Plan concurrent with the Housing Element Update. As part of these concurrent processes, the City has conducted extensive public outreach on housing and land use issues. The City has utilized a multi-pronged strategy developed by a team of 40 community volunteers ([see website](#)) that incorporates the use of the media; neighborhood forums; presentations to City Boards and Commissions;

presentations/booths at group meetings and special events; an on-line public space; and forums on targeted issues. These are described in more detail below.

1.3.1 Media

Articles regarding the General Plan and opportunities for input have appeared in the Fremont Argus, the Tri-City Voice, and the City News newsletter mailed to all Fremont households. Newspapers and television stations serving South Asian, Chinese-language and Farsi-speaking residents have also run stories.

City staff members have also appeared on two separate half-hour programs produced by the League of Women Voters on local public access cable television to discuss the General Plan and affordable housing.

1.3.2 Neighborhood Forums

The City sponsored seven General Plan neighborhood forums between June and October 2007. Each workshop was held in a different geographic part of the community. In each workshop, participants were asked where they thought the City should plan to house the additional 40,000 residents projected by ABAG for Fremont by 2030. The most popular response was to increase densities around transit nodes, as opposed to more uniform intensification citywide or conversion of industrial land.

The workshops also provided a venue to discuss affordable housing. One workshop, held at the Fremont Family Resource Center, drew a significant number of social service agency representatives who testified to the desperate need for more affordable housing for their clients. Opinions were more varied at other workshops, where many people expressed their concerns that affordable housing had brought and would continue to bring more crime and traffic to the community.

Approximately 350 people attended these workshops. While the City did not collect information regarding income level from attendees, it was evident from their public statements that some attendees were from lower income levels and several lived in affordable housing. As is typical for Fremont, attendees were ethnically diverse.

1.3.3 City Boards and Commissions

The Planning Commission and City Council have each held about ten study sessions on the General Plan, including specific sessions on housing. The policy makers provided staff with clear direction to focus on intensifying uses around transit hubs as the primary means to accommodate future population increases.

In addition, staff has presented information about the housing element and the general plan to numerous other Boards and Commissions, including the Economic Development Advisory Commission; the Art Review Board; the Human Relations Commission, which advises the City Council on the provision and quality of human services to the City, including coordination of all human services, public and private; and the Citizens Advisory Committee, which advises the City Council on how to fund various housing programs and projects using CDBG federal funds.

1.3.4 Existing Groups, Meetings, and Events

The City has also leveraged existing events, meetings and groups. For example, the Office of Housing worked with the Chamber of Commerce to sponsor a half-day affordable housing workshop in September 2008 that included tours of nearby mixed use developments. The General Plan team has staffed tables and answered questions at Celebrate Fremont (a two-day festival celebrating Fremont's 50th birthday), the Fremont Festival of the Arts (largest annual special event in the City), the annual Earth Day Festival, and at a Binational Health Fair targeting Spanish-speaking community members. Staff has presented information about the General Plan and affordable housing at meetings of service clubs and church groups, such as the St. Joseph's Women's Club. Staff also gave a presentation on the Housing Element to the Board of Directors of the Tri-City Elders Coalition, a group consisting of City staff representatives but also many non-profit, government, and for profit agencies providing services to seniors.

1.3.5 On-line Public Space

The City's General Plan web page at <http://www.fremont.gov/generalplanupdate> serves as an on-line public space for providing input and accessing General Plan Update information. The City has used the site to survey residents on a variety of issues. Among other questions posed, the survey asked residents to rank affordable housing compared to other important issues. The survey also asked where Fremont should house its future population: again, the majority favored intensification of land uses around transit hubs.

1.3.6 Targeted Forums

Staff has organized a number of targeted forums that focus on a single specific general plan issue. Several of these have been specific to housing, as described below.

Staff has convened stakeholders on several occasions in 2008 to discuss possible updates to the City's Inclusionary Housing Ordinance. The revisions are intended to enhance the City's ability to meet its RHNA commitments while also providing more flexibility for the development community. Revisions are likely to be completed in 2009.

On September 9, 2008 the City convened stakeholders to identify local constraints to affordable housing construction. This session provided valuable information for the analysis of constraints included in the Housing Element.

The City has also conducted outreach specific to the Housing Element that was aimed at the broader community. On October 30, 2008, the City convened a community meeting to obtain public input on the Housing Element. Notices of the meeting were mailed to the more than 800 persons on the General Plan mailing list, including landlord associations, housing advocacy groups, and other stakeholders. The meeting was also advertised through the media, the City's website, the Fremont Main Library, all City Community and Senior Centers and through the Fremont Family Resource Center. The workshop attracted over 60 residents from all parts of the City, with residents aged from 17 to 72 years old. The three hour workshop allowed residents to learn about and discuss

topics concerning affordable housing programs, the Housing Element and General Plan Update process, transit-oriented development, and design versus density. An exit survey taken after the workshop was completed showed that generally residents found the workshop very useful with a satisfaction rating of 4.43 out of 5 possible points.

Prior to the conveyance of the Draft Element to HCD, the City held meetings with stakeholders to review a “discussion draft” of the Housing Element and provide comments. The discussion draft was also posted on-line for review and comment by the general public. The Planning Commission and City Council then each held public hearings. This provided another opportunity for public input, and for Commission and Council feedback. The Planning Commission hearing took place on February 12, 2009. The Council hearing took place on March 3, 2009, where the document was approved for submittal to HCD for review.

HCD provided the City with comments by letter dated May 8, 2009. City staff made revisions to the draft Housing Element, and then held a meeting with stakeholders on June 18, 2009 to review the proposed changes. Based on comments received at the meeting, Staff made further revisions to the Element. The Planning Commission held a public hearing on June 25, 2009 and recommended City Council adoption of the Element.

Public input has played an important role in the development of the Housing Element. For example, many of the programs aimed at removing governmental constraints to production of housing were based on input from stakeholders. As another example, the emphasis on future housing development near transit is based on community feedback. The program to evaluate a Universal Design Ordinance also resulted from public comments at several workshops. Indeed, virtually all of the new goals, policies and programs in this Housing Element were either suggested explicitly by the public or are an attempt by staff to meet an interest expressed by the community.

1.4 ORGANIZATION OF THE ELEMENT

Following this introduction, the Housing Element contains the following chapters:

- Chapter 2: A **review of the prior (2003) Element**, including an analysis of the City’s progress toward achieving its adopted goals and objectives, and an appraisal of its housing policies.
- Chapter 3: A **Needs Assessment**, which analyzes socio-economic conditions, housing conditions, population projections, and market trends to determine the City’s current and future housing needs.
- Chapter 4: A **Sites Inventory/Analysis**, which identifies potential sites where new housing may be constructed, including what land remains vacant and underutilized for residential development. Additionally, this chapter analyzes the feasibility of zoning and public facilities to develop these housing sites, and realistic possibility of these sites developing within the next planning period.
- Chapter 5: A **Constraints Analysis**, which addresses governmental constraints

to housing development such as zoning and fees, and non-governmental constraints, such as the high cost of land.

- Chapter 6: **Goals, Policies, and Actions**, designed to address the City's housing needs, reduce housing constraints, and create a positive environment for affordable housing production and conservation. This section includes quantified objectives that may be used to measure the City's progress. It also serves as an **Implementation Plan**, as it summarizes local housing programs and establishes a timeline and responsible party for carrying out Housing Element actions.

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Chapter 2: Review of the 2003 Housing Element

The City's previous Housing Element was adopted and certified by HCD on March 28, 2003. The purpose of this chapter is to review the goals, policies and programs contained in the previous Housing Element, to identify where the City was successful and where gaps remain, and to provide a starting point for developing new measures in the updated Housing Element that will meet today's housing challenges.

Section 65588(a) of the California Government Code requires each jurisdiction to periodically review its housing element and evaluate:

- The appropriateness of the housing goals, objectives and policies in contributing to the attainment of the state housing goal;
- The effectiveness of the (prior) housing element in the attainment of the community's housing goals and objectives; and
- The progress of the City in implementation of the housing element.

The City's 2003 Housing Element identifies the following major goals:

1. Conservation and Enhancement of Existing Residential Neighborhoods
2. High quality and well-designed new housing of all types throughout the City.
3. Housing affordable and appropriate for a variety of Fremont households at all economic levels throughout the City consistent with the Hill Area Initiative of 2002.
4. A continuing leadership role in regional efforts to maintain and expand the range of housing alternatives in the San Francisco Bay Area.
5. Ensure that all persons have equal access to housing opportunities.

For each of these goals, the 2003 Element listed a series of policies and implementation programs. The attached Table 2-1 identifies the policies and programs from the 2003 Element. This includes a description of the actions that were taken within the 1999-2006 time period and the progress achieved.

2.1 PROGRESS IN IMPLEMENTATION

The 2003 Element included five goals, 12 policies and 47 implementation programs. Below, we address each of the previous Housing Element goals along with policies and implementation measures, discussing their effectiveness and appropriateness for carrying forward in the updated Housing Element.

GOAL 1: Conservation and enhancement of existing residential neighborhoods.

The 2003 Housing Element identified three policies and six programs that supported the

conservation and enhancement of existing residential neighborhoods.

Since the adoption of the 2003 Housing Element and its subsequent revisions adopted in 2003, the City has focused on ridding established residential neighborhoods of blighted and dilapidated building conditions. The first policy under this goal was to assist low-income residents with home repairs. During the planning period, over 100 rehabilitation and emergency grant loans were distributed to homeowners to assist with home maintenance. However, this total fell short of the targets of 40 loans and 30 emergency grants annually, due in large part to decreases in federal funding assistance and increases in construction costs. More recently, the recession has caused residents to avoid new loans and seek grants instead. The policy has been modified in the updated Housing Element to reflect realistic targets given available funding (see Chapter 6, Policy 1.01 Chapter 6).

Also, the City's Apartment Acquisition and Rehabilitation loan program rehabilitated 334 rental units, exceeding the original target. Of these units, 127 were previously market rate rental units, which through this program, were converted to income restricted units. Adding these income restricted units to the other assisted rental units in this program, a total of 284 out of the 334 units were restricted for very low (<50% MFI) and low income residents (<80% MFI).

Also under Goal 1, Policy 1.01, the City assisted over 1,000 landlords and apartment managers with training on how to effectively manage their properties through the Apartment Manager Certification Program.

The second policy under this goal aims to provide basic neighborhood improvements and public facilities. Between 2002-2006, the City and Redevelopment Agency together funded millions of dollars in neighborhood improvements including sidewalk and concrete repair, street maintenance and overlays.

The last component of conserving and enhancing residential neighborhoods city-wide was to assist private efforts to enhance neighborhoods by working with residents and business associations. The Fremont Police Department manages a citywide Neighborhood Crime Watch program, which aims to develop strong neighborhoods as a crime prevention strategy. Two full-time Community Engagement Specialists work with neighborhood associations to address issues including blight and public safety. One of the strategies used to build cohesion between neighbors, neighborhoods and the City staff is National Night Out, held annually in August. Between 2002-2006, Fremont was one of the most active cities in the United States on National Night Out, with an average of 125 block parties held citywide each year. About 140 City staff and elected officials participate, providing an opportunity for residents to interact with their City government.

Additionally, staff liaisons regularly attend meetings of the Irvington Business Association, Centerville Business Association, Niles Main Street Association and Niles Merchant Association, where a variety of issues including housing are discussed. Finally, the Neighborhood Watch Program (Police Department) and Community Emergency Response Training program (Fire Department) are important and successful City efforts

to engage residents in maintaining the well-being of their neighborhoods.

GOAL 2: High quality and well-designed new housing of all types throughout the City.

This goal included a single policy aimed to ensure high quality residential development. Consistent with this policy, the City continued to enforce the adopted 2001 California building, plumbing, mechanical, electrical and fire codes pursuant to State Law. Additionally, the City has continued to implement the Apartment Preservation Program to provide for rental units that are well-maintained, safe and habitable.

In the area of energy efficiency, the City continued to enforce Title 24 requirements on all developments throughout the City. The City also took other actions to promote energy efficiency. Most notably, in 2006, the City adopted a Sustainability Ordinance that, among other provisions, encouraged sustainable measures including energy conservation in all development.

GOAL 3: Housing affordable and appropriate for a variety of Fremont households at all economic levels throughout the City consistent with the Hill Area Initiative of 2002.

For the previous Housing Element, the Association of Bay Area Governments (ABAG) determined through the Regional Housing Needs Assessment (RHNA) process that the City must plan for 6,708 new housing units of varied income affordability.

The City's developed five policies and 30 different implementation programs that aimed to meet the City's RHNA commitments and encourage production of the housing needed by Fremont households at all economic levels. The first policy focused on adopting the appropriate land use regulations to encourage the development of affordable housing. Accordingly, the City, rezoned underutilized and vacant land, eliminated governmental regulation constraints and created new incentives and zoning districts to promote denser and more affordable housing. Specific programs included adoption of a new R-3 multifamily zoning district, a density bonus ordinance, an Inclusionary Housing ordinance, the elimination of step densities, modified parking requirements, and expanded opportunities for mixed use development in commercial areas.

The second policy under this goal focused on designating and implementing zoning on specified sites to meet Fremont's new construction need from 2001 to 2006. The City was able to successfully redesignate 36.5 acres along transit corridors, 105.4 acres of commercial and industrial land, and 20.4 acres of underutilized shopping centers to residential uses of various densities. Together with pre-existing undeveloped residential land, this rezoning effort provided sufficient land for the 6,708 housing units required through the RHNA process.

The third policy within this goal aimed at creating a diverse housing stock for all affordability levels. Highlights of these programs included removing constraints to developing second units, providing an annual progress report to HCD, efforts to

preserve mobile homes, assisting first-time homebuyers, and promoting larger-size affordable units for families. The City saw an increase in the number of larger sized units throughout the City at a range of affordability levels.

The fourth policy focused on identifying possible new funding sources and cost reductions for affordable housing, including a jobs-housing linkage fee, the creation of a Housing Trust Fund, maximizing current affordable housing funds, revisions to impact fees and other creative strategies to promote affordable housing development. The City took several steps to make affordable housing development more financially feasible during the review period, including issuance of bonds based on future revenues to generate \$16.5 million for projects in 2003, and implementation of a fee deferral program for affordable housing projects. However, the City did not adopt a jobs-housing linkage fee out of concern that unilateral adoption of this fee would make Fremont less competitive in business attraction and retention than nearby cities without such a fee. The City also chose not to eliminate building permit fees for affordable projects due to concerns about financial impacts to the City's general fund.

The fifth policy of this goal aimed at protecting the City's existing stock of affordable housing. The City's goal was to preserve 205 "at-risk" affordable units between 2001 and 2006. The City was successful in preserving 163 such units. The City was unsuccessful at extending affordability covenants for 60 units at Crossroads Village (although the owner continues to offer these units at below-market rates (BMR) to current tenants and has not displaced any of the BMR tenants) and 99 below-market rate units at Heritage Village and Woodcreek. Under this policy, the City also exceeded its target numbers for offering temporary rental assistance loans to low income families that had become delinquent in rent due to financial set-backs. Finally, the City ensured that all units counted as affordable included long-term affordability guarantees.

GOAL 4: A continuing leadership role in regional efforts to maintain and expand the range of housing alternatives in the San Francisco Bay Area.

The City implemented one policy under this goal, to continue a leadership role in regional efforts to maintain and expand the range of housing alternatives. Two ongoing programs were established as a result. The first recognized the efforts of non-profit organizations that encourage or build affordable housing within the City. As part of this policy, the City worked with local faith communities to encourage them to develop affordable housing on surplus property—this had tangible results such as a senior affordable housing project developed by St. Anne's Church. The second program encouraged an active role for Fremont in regional housing efforts. During the review period, Fremont participated in several affordable housing projects that received funding from multiple jurisdictions and resulted in over 200 affordable units for Fremont residents. Some of these projects were physically located in Fremont, others in neighboring communities, but all of them were good examples of regional cooperation to tackle a regional housing shortage.

The City also played a leadership role in assisting victims of Hurricane Katrina who relocated to the Bay Area. Fremont was one of few local jurisdictions to utilize its federal CDBG funds to aid victims of this major disaster with emergency housing and other

assistance.

GOAL 5: Ensure that all persons have equal access to housing opportunities.

Two major policies surround the fifth goal, mainly focusing on the City's role in enforcing regulatory measures to protect individuals' rights and continuing to provide assistance to service providers of special needs households. With regard to individual housing rights, the City offers mediation and conciliation services to renters under the Rent Increase Dispute Resolution Ordinance. During the review period, 230 cases were opened, with the majority resulting in successful resolution of the dispute. The City's contractor, Fremont Fair Housing, also responded to more than 10,000 requests for information and over 3,000 fair housing inquiries during the project period.

Several programs focused on special needs households. The City removed constraints related to permitting upgrades for persons with disabilities, assuring compliance with the Americans with Disabilities Act, and also revised the Zoning Ordinance to remove constraints related to Special Residential Care Facilities. The City offered an array of programs through the Human Services Department and through funding to local non-profits to assist seniors and persons with disabilities with a continuum of services aimed at keeping them housed. One program aimed at promoting shared housing between seniors and other age groups did not get off the ground due to the unexpectedly high cost of initiating the program.

Additionally, the City has taken an active role in providing housing assistance and opportunities to the homeless households of the great Alameda County region. Not only has the City partnered with local non-profit groups, such as the Abode Services and Safe Alternatives to Violent Environments, but the City has also taken part in the Alameda County EveryOne Home Plan, a ten-year plan to end homelessness in the County. This program is discussed in greater detail in the Housing Needs Assessment and Sites Inventory sections of this Element.

Finally, the City created a variety of marketing materials and an on-line space with information regarding housing programs. Several of these brochures were printed in both English and Spanish.

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Table 2-1: Progress in Achieving 2003 Housing Goals and Policies

| Policy | # | Implementation Program | Objective / Action | Progress 7/1/1999-12/31/2006 | Evaluation of Success |
|---|---|---------------------------------------|--|---|---|
| GOAL 1: CONSERVATION AND ENHANCEMENT OF EXISTING RESIDENTIAL NEIGHBORHOODS | | | | | |
| H1.1A: Maintain existing programs and periodically review and modify those programs assisting very low and low income homeowners and rental property owners in the repair of their housing units. | 1 | Neighborhood Home Improvement Program | Action: Distribute 30 to 40 Rehab loans annually Timing: Ongoing annually Responsibility: Office of Housing and Redevelopment (OHR) | A total of 43 total loans were distributed through this program. Loans were funded using Redevelopment Agency affordable housing funds and federal CDBG funds. <u>Loan Distributed by Income Level</u> Extremely low – 1 Very low – 22 Low – 14 Moderate - 6 | Given the increase in the costs of rehabilitation and decreases in funding sources such as CDBG, the goal was too high. Also, demand for these loans has decreased given current housing market conditions. For the next housing element, the goal should be 5-8 rehab loans/year. These loans are normally between \$30,000 and \$60,000. |
| | | | Action: Distribute 20-30 emergency grants annually Timing: Ongoing annually Responsibility: OHR | 77 emergency grants distributed, assisting homeowners through the City's emergency repair grants funded by CDBG funds. <u>Loans Distributed by Income Level</u> Very low – 77 | Each of these grants is for up to \$2,000. Although the City did not meet the goal of 20-30 loans/year over the past cycle, staff believes the goal is appropriate for the next cycle, since each year the number of requests for emergency grants increases. Demand for grants for mobile homes is also increasing because various Fremont mobile home parks are mandating that residents bring their units up to code. This is a financial hardship for many mobile home residents, so the City has worked to assist them using this loan program. |
| | 2 | Apartment Acquisition/ Rehabilitation | Action: 20 units to be acquired and rehabilitated annually Timing: Ongoing annually Responsibility: OHR | 334 units assisted through this program. With this program, all 334 units were rehabilitated. Of these units, 127 units that were previously not income restricted were acquired to provide 16 very low income apartments and 111 low income apartments for 55 years. Of the remaining 207 units rehabilitated, 157 were already income restricted, and 50 remain unrestricted. Therefore, 284 of the units rehabilitated are restricted for low and very low income residents. The following complexes were rehabilitated: <ul style="list-style-type: none">• Baywood (82 units)• Century Village (100 units)• Glen Haven (81 units)• Glen View (71 units) | This program was very successful in securing more affordable housing rental units for the City. Before the rehabilitation loans were granted, property owners had to agree to a reserving a portion of the apartments for low and very low income units for 55 years. This requirement resulted in 127 new affordable units distributed throughout the City. |
| | 3 | Rental Housing Ordinance | Action: 60-70 apartment owners/managers to be trained annually Timing: Ongoing annually Responsibility: OHR | Over the past ten years, more than 1,070 property owners and managers attended the Apartment Management Certification Program. | Continue this program in new Housing Element. Rename to better reflect the actual implementation measure. |
| | 4 | Redevelopment Areas Program | Action: Use portion of tax increment funds and other funds available to the RDA to repair and reconstruct neighborhood improvements/facilities that are substandard. Timing: Ongoing Responsibility: OHR | Over 50 projects partially funded through tax increment funds from the RDA during the last planning period. Projected funded through this program: <ul style="list-style-type: none">• Grade Separations• Street widening and improvements• Streetscape and Façade Improvements• Centerville Train Depot Parking Lot• Sign Programs• I-880 Freeway Interchanges | As the accomplishments show, the City of Fremont RDA has continually worked to improve facilities in its redevelopment areas. By eliminating the blight, the Agency has been able to improve the quality of life for residents of these neighborhoods. |
| | 5 | Citywide Program | Action: Identify and schedule | Projects funded through this program: | While the City continues to devote funding to maintenance of streets, |

Table 2-1: Progress in Achieving 2003 Housing Goals and Policies

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|--|----------|--|--|---|---|
| | | | <p>periodic maintenance and improvement of residential facilities, such as sidewalks, streets, etc.</p> <p>Timing: Ongoing</p> <p>Responsibility: City Manager</p> | <ul style="list-style-type: none">• Cape sealing of streets (\$3,370,755)• Concrete repair (\$1,288,000)• Curb and gutter repair (\$115,500)• Street median maintenance (\$13,881,342)• Slurry sealing of streets (\$1,744,641)• Citywide bridge repair (\$66,000)• Citywide drainage system repair (\$40,000)• Street overlays (\$14,427,150)• Well abatement (\$60,000)• Citywide handicap ramp (\$191,000)• Sidewalk repair (\$1,430,000) | <p>sidewalks, etc., the funding available for maintenance fails to keep up with the needs.</p> |
| <p>H1.1C: Assist private initiatives to maintain and improve neighborhoods and homes.</p> | <p>6</p> | <p>Liaison with businesses and neighborhood organizations</p> | <p>Actions: Continue and maintain regular contact between City staff and business/neighborhood organizations to review maintenance and development concerns and assist private initiatives to improve neighborhoods.</p> <p>Timing: Ongoing</p> <p>Responsibility: Office of Neighborhoods</p> | <p>During the course of the last planning period, the City has held National Night Out, where each year approximately 140 City staff, Council members, on-duty police and firefighters volunteered to meet, greet and answer questions with residents. These participants have visited on average 125 block parties each year.</p> <p>Additionally, the City staff has maintained a staff liaison with the Irvington Business Association, Centerville Business Association, Niles Main Street Association and Niles Merchant Association.</p> <p>The Police Department through its Neighborhood Crime Watch program and the Fire Department through its Community Emergency Response Team emergency preparedness program have also worked with neighborhoods to make them safer and better prepared.</p> | <p>Continue to implement this program.</p> |
| | | <p>GOAL 2: HIGH QUALITY AND WELL-DESIGNED NEW HOUSING OF ALL TYPES THROUGHOUT THE CITY.</p> | | | |
| <p>H2.2A: The City shall continue to apply building codes and design standards to ensure that development is of high quality and consistent with the scale and character of the community.</p> | <p>7</p> | <p>Building Codes and Development Standards</p> | <p>Actions: Enforce and update codes and standards for residential development activities</p> <p>Timing: Ongoing</p> <p>Responsibility: Building Division</p> | <p>During this planning period, the City of Fremont adopted the 2001 California building, plumbing, mechanical, electrical and fire codes pursuant to State Law in order to prevent unsafe or hazardous building conditions.</p> <p>The City also implemented the Apartment Preservation Program to provide for rental units that are well maintained, safe and habitable.</p> | <p>Continue to implement this program and to adopt updates of the building code as necessary.</p> |
| | <p>8</p> | <p>Energy conservation opportunities (building/plan checkers)</p> | <p>Action: Continue to enforce Title 24 requirements and other suggestions identified in Chapter 9</p> <p>Timing: Ongoing</p> <p>Responsibility: Building Division – Plan Check</p> | <p>The City has continued to enforce the Title 24 requirements for all developments in the City.</p> | <p>Continue to implement this program. In 2008 the City adopted a policy to require planned districts to achieve 50 points on the Build it Green checklist for new residential construction, which will result in enhanced energy efficiency in new projects.</p> |
| | | <p>Energy conservation opportunities (planning)</p> | <p>Action: Use Site Plan & Architectural Review process to assure high quality developments without delay to affordable projects</p> <p>Timing: Ongoing</p> <p>Responsibility: Planning Division</p> | <p>The City continued to refine its development application review processes.</p> | <p>This program will be continued and combined with a larger program that calls for improvements in the City’s development review process.</p> |

Table 2-1: Progress in Achieving 2003 Housing Goals and Policies

| GOAL 3: HOUSING AFFORDABLE AND APPROPRIATE FOR A VARIETY OF FREMONT HOUSEHOLD AT ALL ECONOMIC LEVELS THROUGHOUT THE CITY CONSISTENT WITH THE HILL AREA INITIATIVE OF 2002. | | | | | |
|---|-----|--|---|---|--|
| H3.3A: Adopt appropriate Land Use regulations and other development tools to encourage the development of affordable housing, consistent with the Hill Area Initiative of 2002. | 9 | Eliminate step densities within Residential Land Use designations | Action: Amend Land Use Element Timing: Spring 2003 Responsibility: Planning Division | Land Use Element was amended to eliminate step densities and amendments were adopted by Fremont City Council on May 13, 2003. | Completed and implemented. Program will not continue into next Housing Element. |
| | 10 | Low density Residential lands: Rezoning and Land Use Element changes | Action: Amend Land Use Element Timing: Fall 2003 Responsibility: Planning Division | Land use and rezoning changes to identified parcels were adopted on May 13, 2003 by the Fremont City Council. | Completed and implemented. Program will not continue into next Housing Element. |
| | | | Action: Adopt zoning combining district Timing: Fall 2003 Responsibility: Planning Division | Land Use Range Enabler was adopted in July 2005. | Completed and implemented. Program is complete and will not be carried forward into next Housing Element. |
| | 11 | Create new Multi-Family Zoning district of R-3 | Action: Conform Land Use Element and adopt R-3 zoning Timing: Spring 2003 Responsibility: Planning Division | The Land Use Element was in conformance on May 13, 2005. The new R-3 zoning district was created and adopted by the Fremont City Council on July 22, 2003. | Completed and implemented. Program will not continue into next Housing Element. |
| | | | Action: Apply R-3 Zoning Timing: 2003 to Spring 2004 Responsibility: Planning Division | See programs 18-23. | Completed and implemented. Program will not continue into next Housing Element. |
| | 12 | Density bonus ordinance | Action: Adopt new Density Bonus Ordinance Timing: Summer 2003 Responsibility: Planning Division | Fremont City Council adopted the Density Bonus Ordinance on September 23, 2003. The Council adopted and updated the Density Bonus Ordinance on April 12, 2005 to be consistent with state law. | Completed and implemented. Program will not continue into next Housing Element. |
| | 13A | Incentives package for Affordable Housing developments | Action: Develop package Timing: Summer 2003 Responsibility: Planning Division | Development of Incentives Package completed in September 2003. | Completed and implemented. Program will not continue into next Housing Element. |
| | | | Action: Market package Timing: Ongoing Responsibility: Planning | The City has continually marketed the density bonus incentives package to developers interested in developing housing in the City. The City developed a web page entitled, "Developing Affordable Housing" which included discussion of the Density Bonus Incentives package. This information can be found at www.fremont.gov . | Since marketing existing incentives is an important ongoing strategy to promote housing development, the City will continue to update and publicize the Incentives Package |

Table 2-1: Progress in Achieving 2003 Housing Goals and Policies

| | | | Division | | |
|--|-----|---|--|---|---|
| | 13B | Facilitate and Assist affordable housing developments | Action: Assist affordable housing project sponsors Timing: Ongoing Responsibility: Planning Division and OHR | <p>From July 2002 to December 2006, the City assisted 9 housing developments create affordable housing options for the residents.</p> <ul style="list-style-type: none">• \$5 million loan to Rotary Bridgeway for 18 units of transitional family housing and emancipated youth housing.• \$3 million acquisition and rehabilitation loan to Glen Haven for 81 units, 57 of which were for very low and low income residents.• \$2.38 million for Fremont Vista, a 20 unit affordable development for very low and low income disabled senior citizens.• Federal HOME funds distributed to Allied Housing in Castro Valley (Lorenzo Creek) to create 28 affordable units, 7 of which are reserved for Fremont families exiting shelters.• \$4.2 million loan distributed to Fremont Oak Gardens for the creation of 50 very low and low income affordable units for senior citizens. The facility was specially equipped to also house deaf seniors.• \$9.2 million loan for 100 affordable unit Irvington Terrace.• CDBG and HOME funds distributed to the 11 affordable unit Lincoln Oaks apartments meant for very low and low income developmentally disabled adults.• \$12.3 million loan for Maple Square Apartments, a 132 affordable unit complex.• \$50,000 distributed to BRIDGE housing to help assist in identifying new sites to acquire for affordable housing projects. <p>See also Program #2 for a description of rehabilitation assistance provided.</p> <p>The City also works cooperatively with neighboring jurisdictions to support affordable housing. See Program #39.</p> | This program will be continued in the updated housing element. |
| | 14 | Modify parking requirements | Action: Adopt updated parking regulations Timing: Summer 2003 Responsibility: Planning Division | Changes to the Parking Ordinance were made and adopted by the Fremont City Council on July 22, 2003. | Completed and implemented. City will evaluate additional modifications to parking standards in the updated Element, since these standards were identified as a governmental constraint. |
| | | | Action: Establish standards for modifying parking requirements Timing: Fall 2003 Responsibility: Planning Division | Changes to the Parking Ordinance for multi-family parking standards were adopted by the Fremont City Council on March 2, 2004. | Completed and implemented. City will evaluate additional modifications to parking standards, since these standards were identified as a governmental constraint. |
| | 15 | Mixed use requirements | Action: Review concepts for changes Timing: Fall 2003 Responsibility: Planning Division | Changes to current Mixed Use requirements were completed in 2003. | Completed and implemented. Program will not continue into next Housing Element. |
| | | | Action: Codify and implement changes | Revisions to existing standards and criteria for Mixed-Use Developments and inclusion of Mixed-Use Developments in various commercial districts | Completed and implemented. Program will not continue into next Housing Element. |
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Table 2-1: Progress in Achieving 2003 Housing Goals and Policies

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| | | | Timing: Fall/Winter 2003 Responsibility: Planning Division | were adopted by Fremont City Council on July 6, 2004. | |
| | 16 | Inclusionary Housing Program | Action: Adopt program Timing: November 2002 Responsibility: OHR | Inclusionary Housing Program adopted by Fremont City Council in January 2003. | Completed and implemented. Revisions to the Inclusionary Housing Ordinance will be included as an action in the updated Element. |
| | | | Action: Track number of affordable units approved or constructed Timing: Ongoing Responsibility: OHR | Developed a tracking mechanism during 2002-2003. | Completed and implemented. Program will not continue into next Housing Element. |
| | | | | Over the previous planning period, the following 48 units were constructed under the Inclusionary Housing Ordinance: <ul style="list-style-type: none">• Robson Homes (Mayfield) 19, 2 bedroom BMR homes• Lennar Homes (Capistrano) 8, 2 bedroom BMR homes• Castle Homes 6, 3 bedroom BMR Homes Robson Homes (Morrison Crossing) 4, 2 bedroom BMR homes• Summerhill Homes (Villa Savona) 4, 4 bedroom BMR homes• Robson Homes (Catalina) 4, 3 bedroom BMR homes• Traflager (Greenwich Townhomes) 3, 3 bedroom BMR homes | Between 2003 and 2006, the City was able to acquire a total of 48 units below market rate due to the Inclusionary Housing Ordinance. Although this program was successful in producing affordable units, the units were affordable only to moderate-income families. |
| H3.3B: Continue to designate sufficient residentially-zoned land at appropriate densities to provide adequate sites to meet Fremont's new construction need for 2001-2006. Included with that are the following objectives: <ul style="list-style-type: none">• Units affordable to very low income: 873 units• Units affordable to low income: 602 units• Units affordable to moderate income: 1774 units• Units affordable to above moderate income: 1663 units• Total Need: 4912 units | 17 | Maintain existing inventory of vacant and underutilized land and encourage development | Action: Track land through updates of land inventories Timing: Ongoing Responsibility: Planning Division | The City continually evaluated the vacant and under-utilized land inventory and provided this information to developers and the general public. | Continue program in the updated Element. |
| | 18 | Increase density on residentially vacant and underutilized parcels | Action: Site specific GPA and rezoning actions Timing: Spring 2004 Responsibility: Planning Division | Tier 1 parcels (highest priority) representing 22 acres were redesignated and rezoned to various densities by the Fremont City Council on July 13, 2004. Tier 2 parcels (lower priority) representing 32 acres of housing were redesignated and rezoned to various densities by the Fremont City Council on December 14, 2004. | Completed and implemented. While the City has sufficient land zoned to meet its assigned numbers for the next Housing Element, the City will include a policy and associated action in the new Housing Element to continue to look for opportunities to provide land for affordable housing, particularly where public transportation is available. |
| | 19 | Redesignation along transit corridors | Action: Evaluate sites Timing: Fall 2003 Responsibility: Planning Division | Evaluation of sites along the Transit Corridors and a review of AC Transit plans show the reduced services was intended and implemented in November 2003. | Completed and implemented. Program is being combined with Program 18 above as a new program in the updated Housing Element. |
| | | | Action: Site specific GPA and rezoning actions Timing: Spring 2004 Responsibility: Planning Division | Tier 1 parcels representing 36.5 acres were redesignated and rezoned to various densities by Fremont City Council on July 13, 2004. | Completed and implemented. Program will not continue into next Housing Element. |
| | 20 | Surplus public and semi-public lands | Action: Identify sites Timing: 2003 | Identification of potential sites in the Housing Element was completed in 2003. | Completed and implemented. Program will not continue into next Housing Element. |

Table 2-1: Progress in Achieving 2003 Housing Goals and Policies

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| | | | Responsibility: Planning Division | | |
| | | | Action: GPA and rezoning actions Timing: 2003 Responsibility: Planning Division | A total of 29.3 acres were redesignated to various densities (5-7 du/ac, 6.5-10 du/ac) for a potential 152 new dwelling units. | Completed and implemented. Program will not continue into next Housing Element. |
| | 21 | Commercial & industrial redesignation and rezoning | Action: Evaluate sites Timing: 2002-2003 Responsibility: Planning Division | Site evaluation completed in early 2004. | Completed and implemented. Program will not continue into next Housing Element. |
| | | | Action: Site specific GPA and rezoning actions Timing: Summer 2004 Responsibility: Planning Division | Tier 1 parcels (high priority) representing 26.5 acres were redesignated and rezoned to various densities by City Council on July 13, 2004. Tier 2 parcels (lower priority) representing 23 acres were redesignated and rezoned to various densities by City Council on July 12, 2005. | Completed and implemented. Program will not continue into next Housing Element. |
| | 22 | Commercial redesignation- Older Shopping Centers | Action: Evaluate sites Timing: Summer 2003 Responsibility: Planning Division | Site evaluation was completed in September 2003. | Completed and implemented. Program will not continue into next Housing Element. |
| | | | Action: GPA and rezoning actions Timing: Fall 2003 Responsibility: Planning Division | Parcels representing 20.4 acres were redesignated and rezoned to various densities by City Council on December 9, 2003. | Completed and implemented. Program will not continue into next Housing Element. |
| H3.3C: Encourage the development of a diverse housing stock that provides a range of housing types (including family and larger-sized units) and affordability levels and ensures that affordability housing is equitably distributed throughout the City's Planning Areas consistent with the Hill Area Initiative of 2002. | 23 | Rezone sites to mixed-use to accommodate affordable housing | Action: Site specific GPA and rezoning actions Timing: Fall 20003 – Summer 2004 Responsibility: Planning Division | These changes were included in categories 21 and 22, as appropriate. Also, please refer to Program #15 revisions to existing standards and criteria for Mixed Use Developments and inclusion of Mixed-Use Developments in various commercial districts. | Completed and implemented. Program will not continue into next Housing Element. |
| | 24 | Annual housing report | Action: Prepare Annual Report for review by Planning Commission and City Council Timing: Annually in September Responsibility: Planning Division and OHR | Annual report prepared and approved by the Planning Commission and City Council beginning in FY 2002-2003. | Completed and implemented. Program will continue through the next Housing Element planning period. |
| | | | Action: Submit Annual Report to HCD Timing: Annually by October 1 | | |

Table 2-1: Progress in Achieving 2003 Housing Goals and Policies

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|---|----|-----------------------------------|--|--|---|
| | | | Responsibility: Planning Division and OHR | | |
| | 25 | Mobile home preservation | Action: 783 mobile home preserved to allow manufactured homes in R-1 districts Timing: Ongoing Responsibility: Planning Division | The City's OHR and Planning Division continued to oversee City ordinances concerning manufactured homes. This is an ongoing effort. Manufactured Homes Zoning Text Amendment was adopted by Fremont City Council on June 1, 2004 which eliminated the Certificate of Compatibility requirement. The City also implemented the Mobile Home Rent Stabilization Ordinance. The number of mobile homes in Fremont declined from 783 in 1999 to 756 in 2007. | Ongoing program. Program will continue in the updated Element. |
| | 26 | Second Unit Program | Action: Eliminate discretionary review Timing: June 2003 Responsibility: Planning Division | Changes to the Zoning Ordinance governing Secondary Dwelling Units to eliminate discretionary review were adopted on July 1, 2003. | Completed and implemented. Program will not continue into next Housing Element. |
| | | | Action: Evaluate other Second Units regulations Timing: Fall 2003 Responsibility: Planning Division | Second Unit Zoning Text Amendment approved on March 2, 2004. In | Completed and implemented. Program will not continue into next Housing Element. |
| | 27 | Family and Larger-sized units | Action: Encourage and develop incentives to promote development of larger sized affordable units; 10 to very low income; 10 to low income; 10 to moderate income Timing: Ongoing Responsibility: OHR | During the previous planning period, the City helped produce or secure 238 units of 3 bedrooms for larger families. 9 – Extremely Low Income Units 51 – Very Low Income Units 56 – Low Income Units 45 – Moderate Income Units (BMRs) 77 – Moderate Income Units (Welcome Home and Welcome to the Neighborhood assisted) There were no incentives to promote the development of these larger units needed. | The City will continue to encourage production of larger affordable units in the new housing element to meet the needs of families seeking affordable housing. A market study performed to look at the mix of tax credits available to developers building affordable units found that building more, smaller affordable units generally increases the ability to secure tax credits: this is one of the challenges affordable housing developers face in providing larger units. |
| | 28 | First Time Homebuyer | Action: Provide 10 loans Timing: Annually ongoing Responsibility: OHR | The first time homebuyer program distributed 52 down payment assistance loans for first time homebuyers and provided workshop services to over 800 first time homebuyers during the 2002 to 2006 planning period. | The number of people attending the first-time homebuyer orientation program continues to grow each year. Given the current economic downturn, the OHR is expecting more residents to look to the City for assistance in receiving home loans. The City intends to continue this program in the new Housing Element using funding from CalFHA. |
| | 29 | Mortgage Credit Certificate | Action: Assist 10 households Timing: Annually ongoing Responsibility: OHR | The City issued 42 mortgage credit certificates from 2002-2006. | This program will continue in the new Housing Element. The annual goal will be reduced slightly to reflect what staff believes is achievable. |
| H3.3D: Develop and utilize all available funding resources to provide the maximum amount of affordable housing as feasible. | 30 | Evaluate Jobs/Housing Linkage Fee | Action: Evaluate feasibility of a program that would require fees of job-generating developments | A study was conducted and concluded that job-housing linkage fees would provide a disincentive for employers to locate in Fremont. Based on the study, the City chose not to adopt such a fee. | Completed and implemented. Program will not continue into next Housing Element. |

Table 2-1: Progress in Achieving 2003 Housing Goals and Policies

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| | | | Timing: After Housing Element litigation | | |
| | | | Responsibility: OHR | | |
| | 31 | Establish Housing Trust Fund | Action: Develop Housing Trust Fund | The Inclusionary Housing Ordinance provides that in-lieu fees collected under the Ordinance will be placed in a Housing Trust Fund. | Staff has been working with stakeholders throughout 2008 to modify the Inclusionary Housing Ordinance. The revision is intended to provide flexibility to developers to utilize the in-lieu fee option, which in turn will result in revenues for the Housing Trust Fund that can provide funding for housing and supportive services. Completion of the ordinance revisions will be a program in the updated Housing Element. |
| | | | Timing: November 2002 | | |
| | | | Responsibility: OHR | | |
| | 32 | Maximize existing funding resources | Action: Ensure the City is utilizing the full funds available | Within the last planning period, the City has utilized the 20% Affordable Housing Fund, federal Home and CDBG funds, State CalHFA HELP funds, 4% tax credits and 9% tax credits, AHP funds, and the Project Based Section 8 Program. The City also sold bonds in May 2003 which generated over \$18 million to invest in new affordable housing developments. | Continue program in the updated Element. The City and Redevelopment Agency intend to continue to utilize all available funding sources for affordable housing as part of the updated Housing Element. The current spending cap for the Redevelopment Agency will be reached in 2011 or 2012 and the Agency is seeking an increase in its spending authority to allow it to continue to pursue its mission to eliminate blight. If the cap increase occurs, the Redevelopment Agency's Affordable Housing Fund will continue to be an important funding source. |
| | | | Timing: Ongoing | | |
| | | | Responsibility: OHR and Human Services | | |
| | | | Action: Provide support to developers seeking funding | See # 13B and #32 above. | See above. |
| | | | Timing: Ongoing | | |
| | | | Responsibility: OHR and Human Services | | |
| | 33 | Impact Fee assistance to affordable housing | Action: Evaluate feasibility of establishing fee deferral | In March 2003, an Impact Fee Deferral Program was approved by the Fremont City Council for affordable housing developments that receive Affordable Housing Fund financial support. To date, three affordable housing developers have taken advantage of the deferral program, resulting in substantial cost savings. The affordable housing developments are: 1. Fremont Oak Gardens (50 units for disabled and seniors) 2. Maple Square Apartment Homes (132 units for families) 3. Irvington Terrace (100 units for families, seniors and disabled) | Completed and will continue to implement through next Housing Element. Fee deferral is a benefit to affordable housing developers as it allows them to pay impact fees later in the process, which can result in substantial cost savings. |
| | | | Timing: 2003 | | |
| | | | Responsibility: OHR | | |
| | | | Action: Evaluate feasibility of establishing fee credit for park dedication in-lieu fees | The City evaluated the impact of this fee credit on other programs and services, if it were allowed. The City ultimately chose not to establish fee credits due to concerns of the impacts on the General Fund and on the City's park acquisition and development efforts. | Completed. The City's fees were identified as a governmental constraint for the updated Element. The updated Element will include a program for the City to regularly evaluate its fees to ensure that they comply with the Quimby Act and that they are consistent with the community's desire for continued park acquisition and development. |
| | | | Timing: 2003 | | |
| | | | Responsibility: OHR | | |
| | | | Action: Creative funding sources off-set impact fees | The City evaluated the impact of a possible fee credit on other programs and services, if it were allowed. The impacts were deemed too great and the City determined that the true cost of each project needed to be realized in order to maintain park and recreation services for residents without diminishing quality of life. | Evaluation completed. Program will not be carried forward in updated Housing Element. |
| | | | Timing: Ongoing | | |
| | | | Responsibility: OHR | | |
| | 34 | Implement Redevelopment Agency's affordable housing strategy | Action: 439 units with affordability restrictions | During the last planning period, the RDA has secured affordability restrictions on 492 units, exceeding the target. FY 2002-03: 1. Maple Square Apts (rental)-132 2. Amber Court Apts (rental)-34 3. Glen Haven Apts (rental)-57 Total FY 2002-03 – 223 FY 2003-04: | This program will be carried forward in the next housing element. |
| | | | Timing: Ongoing | | |
| | | | Responsibility: OHR | | |

Table 2-1: Progress in Achieving 2003 Housing Goals and Policies

| | | | | | |
|--|----|---|--|---|--|
| | | | | <div>1. Fremont Vista Assisted Living (rental)-20</div> <div>2. Lincoln St. Apts (rental)-11</div> <div>Total FY 2003-04-31</div> <div>FY 2004-05:</div> <div>1. Irvington Terrace Apartments (rental)- 100</div> <div>2. Fremont Oak Gardens -50</div> <div>3. Rotary Bridgeway Apartments-18</div> <div>Total FY 2004-05-168</div> <div>07/01/05 Thru 12/31/06:</div> <div>Glenview Apartments-70</div> <div>Total FY 2004-05-70</div> <div>TOTAL UNITS TO DATE-492</div> | |
| H.3E: Preserve the existing affordable housing stock | 35 | Preserve “at-risk” affordable housing units | <div>Action: Monitor, implement affordable housing preservation program, including early intervention. 205 units to be preserved 2001-2006, 192 units to be preserved 2007-2011.</div> <div>Timing: Ongoing</div> <div>Responsibility: OHR</div> | <div>The City was successful at preserving 163 “at risk” affordable units; Pasatiempo (59 units), Rancho Luna (26 units), Rancho Sol (12 units), Good Shepherd (32 units) and Amber Court (34 units) but fell short of its goal of 205 units. This shortfall occurred because the City was unsuccessful in preserving 60 BMR units at Crossroads Village (although the owner offered to continue to offer BMR rents in the short term) and 99 BMR units at Heritage Village and Woodcreek.</div> <div>Twenty of the preserved units (14 at Rancho Luna and 6 at Rancho Sol) were set aside for extremely low-income households.</div> <div>Staff also completed a market rent analysis for Good Shepherd. Staff has been meeting with Good Shepherd property owners as well as HUD to discuss extending the affordability period of the 32 developmentally disabled units there for up to 20 years.</div> | The action of preserving the 192 units that are at-risk of converting to market rate units between 2007-2011 will be carried forward in the updated Element. |
| | 36 | Rental Assistance Program | <div>Action: Assist 20 low income families with move-in costs or delinquent rent due to temporary financial setbacks.</div> <div>Timing: Annually</div> <div>Responsibility: OHR</div> | <div>During the program period, the City exceeded the target numbers.</div> <div>Screened – 890 households</div> <div>Issued – 105 loan guarantees</div> <div>Support Counseling – 817 individuals</div> <div>Follow up – 234 program loans to ensure participants are making timely payments on their loan guarantee.</div> | The program will be continued in the updated Element. |
| | 37 | Long-Term Affordability Restrictions | <div>Action: Require long-term affordability in accordance with funding sources</div> <div>Timing: Ongoing</div> <div>Responsibility: OHR</div> | <div>Instituted 99 year affordability terms for Inclusionary units within rental projects, and a 30 year affordability term for “for-sale” units with renewable 30 year terms upon resale.</div> <div>Also, City maintains first option to purchase BMR units.</div> <div>Instituted 45 years affordability term for households assisted under the First Time Homebuyer Programs using RDA funds.</div> | Based on feedback from stakeholders, the City intends to shorten the affordability requirement for inclusionary units (rentals) to 55 years and lengthen affordability to 45 years (for-sale) to make the terms more compatible with funding timelines and to make construction of affordable rental units a more feasible option. This revision will be part of the broader revisions to the Inclusionary Housing Ordinance that will be an implementation program for the updated Element. |
| GOAL 4: A CONTINUING LEADERSHIP ROLE IN REGIONAL EFFORTS TO MAINTAIN AND EXPAND THE RANGE OF HOUSING ALTERNATIVES IN THE SAN FRANCISCO BAY AREA. | | | | | |

Table 2-1: Progress in Achieving 2003 Housing Goals and Policies

| | | | | | |
|--|----|---|---|--|---|
| H4.4A: A continuing leadership role in regional efforts to maintain and expand the range of housing alternatives in the San Francisco Bay Area | 38 | Support for Non-Profit affordable housing providers | <p>Action: Recognize efforts of non-profits. Encourage development of affordable units</p> <p>Timing: Ongoing</p> <p>Responsibility: OHR and Planning Division</p> | <p>The City sponsored a Faith-Based Summit on June 25, 2003 to actively engage the faith-based community to support affordable housing. The event drew over 75 attendees.</p> <p>The City also sponsored an affordable housing tour for the faith-based community in 2003.</p> <p>The City recognized efforts of non-profits. For example, the City presented statuettes to Eden Housing and Habitat for Humanity for their successful co-development of Adams Avenue Homes (2003-04), and recognized the successful development of Fremont Oaks and resulting collaboration of Satellite Homes, the Bay Area Coalition of Deaf Seniors and St. Anne's Church. (2004-05)</p> <p>The City annually issued proclamations in support of Affordable Housing Week since its inception in 1999. The City's Human Relations Commission and Office of Housing and Redevelopment support Affordable Housing Week activities county-wide.</p> | This program will be carried forward in the updated Element. Based on feedback from the community, an action will be added to promote community education and dialogue related to affordable housing. |
| | 39 | Inter-Jurisdictional and regional Planning | <p>Action: Continue to coordinate with local jurisdictions: meet with county and other organizations to support affordable housing.</p> <p>Timing: Ongoing</p> <p>Responsibility: OHR and Planning Division</p> | <p>The City has actively worked with both the County and other cities in the region to combine resources to foster the development or redevelopment of affordable housing projects throughout the Bay Area. Below are collaborative projects that have been assisted by the City of Fremont:</p> <ul style="list-style-type: none">• Housing Alliance Project – 28 units in Castro Valley for formerly homeless households. This project was partially funded by the City of Fremont. (Partnered with Allied Housing and Alameda County.) This project was constructed and opened in April 2006.• Banayan Street Project – Transitional housing in Hayward, which maintains units for households exiting Fremont's Sunrise Village homeless shelter. Was partially funded by the City of Fremont and partnered with the Family Emergency Shelter Coalition (FESCO).• Fremont Oak Gardens – 50 units of affordable senior housing in Fremont. This project was partially funded by four other jurisdictions and Satellite Housing. Construction was completed in June 2005.• Mission Bell Apartments - The City assisted in the acquisition of 25 units to be permanent and affordable in San Leandro. Three units were set-aside for Fremont residents. This project was partially funded by the City of Fremont, City of San Leandro and Alameda County. The acquisition was completed in May 2006.• The City participated in the Alameda County HOME Consortium, a consortium of local jurisdictions throughout the County. At least 15% of the funding resources of the consortium are spent on the development or rehabilitation of affordable housing.• The City collaborated with the cities of Pleasanton, Livermore and San Leandro by committing \$10,000 to leverage \$676,00 in U.S. Housing and Urban Development (HUD) funding for March 2003 through February 2004 for the LINKAGES program, which provides temporary rental subsidies to previously homeless families while they are enrolled in a vocational training program.• The City is fiscal agent for the Homeless Opportunities for People Empowerment (HOPE) program, bringing mobile | The City intends to carry forward this program in the updated Housing Element. |

Table 2-1: Progress in Achieving 2003 Housing Goals and Policies

| | | | | | |
|--|----|--|---|---|---|
| | | | | <p>multidisciplinary services to the homeless in South and East Alameda County.</p> <ul style="list-style-type: none">• The City is part of the countywide Continuum of Care effort to coordinate programs to reduce homelessness. The City has endorsed the Everyone Home Plan aimed at ending homelessness in Alameda County within ten years.• The City is part of the HOME Technical Advisory Committee which includes, Alameda County, San Leandro, Hayward, Fremont, Union City, Newark, Emeryville, Pleasanton and Livermore. This Committee is aimed at coordinating use of federal HOME funds in Alameda County.• In 2005, the City of Fremont used CDBG funds to serve 38 displaced adult and children from Hurricane Katrina disaster area. The City assisted seven families into affordable housing through aggressive negotiation with housing landlords and by paying the initial rental deposit. Other services provided through this project included emergency food, clothing, employment services and linking children into local school. By acting quickly and aggressively, the City was able to provide affordable housing options in a time of a major national disaster. | |
| | | GOAL 5: ENSURE THAT ALL PERSONS HAVE EQUAL ACCESS TO HOUSING OPPORTUNITIES. | | | |
| H5.5A: Enforce regulatory measures to protect individuals' rights | 40 | Residential rent increase dispute resolution ordinance | <p>Action: Continue administration of the Rent Increase Dispute Resolution Ordinance and consider revisions as necessary to make the ordinance as effective as possible in protecting both tenants and landlords</p> <p>Timing: Ongoing</p> <p>Responsibility: City Attorney's Office and OHR</p> | <p>The City has continually and successfully provided mediation and rental dispute services to renters living in the City of Fremont. During the last planning period, the following was accomplished:</p> <ul style="list-style-type: none">• 230 conciliation cases were opened.• 146 of these cases were successfully conciliated.• 69 households had requested mediation services.• 35 of these cases were successfully mediated.• 34 of the cases withdrew, moved or opted to pay a high rent. | Continue program in the updated Element. |
| | 41 | Fair housing counseling services | <p>Action: Continue the administration of fair counseling services and discrimination complaint assistance</p> <p>Timing: Ongoing</p> <p>Responsibility: OHR</p> | <p>Fremont Fair Housing Services (FFHS) investigated 185 housing discrimination cases and responded to 3,507 fair housing inquiries. FFHS provided 11,357 Fremont residents with landlord tenant information on their rights and responsibilities and assisted on a number of mediation cases.</p> | Continue program in the updated Element. |
| H5.5B: Continue to provide assistance to service providers of special needs households such as seniors, disabled and homeless. | 42 | Seniors: Home Equity Conversion Program | <p>Action: 20 homeowners</p> <p>Timing: Annually ongoing</p> <p>Responsibility: OHR</p> | <p>During the last planning period, the Home Equity Conversion Program responded to 149 inquiries and provided 90 seniors with in-depth counseling on home equity products. Additionally, 25 seniors took out reverse mortgages on their property through this program. Equity Conversion staff also distributed over 2,449 flyers about the program city-wide at various events and venues.</p> | Continue program in the updated Element. |
| | 43 | Seniors: Shared Housing Program | <p>Action: 10 households matched</p> <p>Timing: Annually ongoing</p> <p>Responsibility: Human Services and OHR</p> | <p>During the last planning period, Human Services meet with Project Match to discuss development of a shared housing program in Fremont. However, based on the cost of initiating the program and the lack of available funding, the City did not pursue it further.</p> | <p>Staff noted that to make this program a feasible reality, staff would have to locate, secure and provide a sizeable source of funding for the next five years.</p> <p>Due to the lack of funding available for this type of program, this program will not be carried into the next Housing Element planning period.</p> |

Table 2-1: Progress in Achieving 2003 Housing Goals and Policies

| | | | | | |
|--|----|---|--|---|---|
| | 44 | Disabled: Constraints to the development of housing for persons with disabilities | Action: Conduct any further analysis based upon the guidelines developed under SB520 Timing: As needed Responsibility: Planning Division | Constraints analysis completed in May 2003 Housing Element | Completed and implemented. Program will not continue into next Housing Element. |
| | 45 | Disabled: Program to address constraints to the development of housing | Action: Eliminate fees for reasonable accommodations Timing: February 2003 Responsibility: Planning Division | Adopted a revised Fee Resolution in February 2003. | Completed and implemented. Program will not continue into next Housing Element.. |
| | | | Action: Modify Reasonable Accommodation Ordinance and redefine "Special Residential Care Facility" Timing: December 2003 Responsibility: Planning Division | Zoning Text Amendment to address constraints to Development of Housing adopted by Fremont City Council on April 6, 2004. | Completed and implemented. Program will not continue into next Housing Element. |
| | 46 | Disabled: Accessibility improvements to existing housing | Action: Five (5) accessibility grants | During the previous planning period, a total of 19 households, two (2) extremely low income households, ten (10) very low income households and seven (7) low income households, received assistance with an accessibility grant to make their homes more accessible. | This program will be continued into the next Housing Element. While requests for these grants have increased, available funding has remained flat so the numeric goal will remain the same. |

Table 2-1: Progress in Achieving 2003 Housing Goals and Policies

| | | | | | |
|--|----|---|---|---|---|
| | 47 | Homeless: Increase range of housing opportunities | <p>Action: Continue to support a continuum of housing services and opportunities for homeless households, including emergency shelters, transitional housing and permanent affordable housing opportunities.</p> <p>Timing: Annually ongoing</p> <p>Responsibility: OHR</p> | <p>Throughout the implementation of the previous Housing Element, the City of Fremont has continued to support various housing services and opportunities for homeless households throughout the City and the great Alameda County region. The following lists all services partially funded or assisted by the City.</p> <ul style="list-style-type: none">• Sunrise Village (partnered with Tri-City Homeless Coalition): The City of Fremont provided annual General Fund support to help finance the operation of the 66-bed emergency shelter facility.• WINGS Shelter (Shelter Against Violent Environments): The City provided CDBG funds to assist in the renovation/rehabilitation of this transitional housing facility in Hayward for homeless victims of domestic violence.• Project Independence: The City provided HOME funds to give rental subsidies to youth that were “aged-out” of foster care and would have otherwise been homeless. (FY02-03• Homeless Outreach for People Empowerment: The City assisted in funding, providing case management, and other services to the homeless households.• Rotary Bridgeway Apartments: The City provided CDBG, HOME and Redevelopment Agency funds to provide transitional housing at Bridgeway Apartments for families moving out of Sunrise Village or a domestic violence shelter. Bridgeway provided 26 units for subsidized rent for up to 24mos while residents pursued education or job training.• Housing Scholarship: This program provides rent reduction to scholarship households while in training and working toward self-sufficiency.• Deaf Counseling, Advocacy and Referral Agency (DCARA): This program provides housing services to the deaf and hard of hearing. | <p>This program will be carried forward in the updated Housing Element, although specific projects and recipients will likely evolve over time. It should be noted that SAVE is currently looking for a buyer for the WINGS Shelter, and hopes to identify a non-profit buyer that will continue the transitional housing facility.</p> |
|--|----|---|---|---|---|

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2.2 SUMMARY

As described above, the City took extensive action to meet its housing needs over the review period. While the City completed the vast majority of actions laid out in its previous Housing Element, actual housing production did not meet the RHNA numbers in any affordable income category, as shown in Table 2.2:

Table 2.2: Success in Meeting Objectives of 2003 Housing Element

| Household Income | 2003 Housing Element Objective | Units Produced | % Achieved |
|-----------------------|--------------------------------|----------------|------------|
| Very Low Income | 1,079 | 397 | 36.8 |
| Low Income | 636 | 106 | 16.7 |
| Moderate Income | 1,814 | 257 | 14.2 |
| Above Moderate Income | 3,179 | 4,016 | 126.3 |
| TOTAL | 6,708 | 4,776 | 71.2 |

Overall, about 71 percent of the units assigned to Fremont were actually constructed, but only about 22 percent of the total allocated affordable units assigned were constructed. The shortfall may be due to a number of factors. Local job growth for the period was overestimated: for the new planning period, employment projections are more realistic, resulting in a lower total number of assigned units. Secondly, the market for multi-family rental housing was moribund during the five-year review period; not a single privately-financed apartment building was constructed in Fremont during the five-year period. The result was that many parcels rezoned to allow for higher densities in the last housing element did not redevelop. Therefore the market did not provide a single unregulated affordable unit—all affordable units were either a result of the Inclusionary Housing Ordinance or a subsidy. Because the ability of the City, the Redevelopment Agency, and the State and Federal governments to subsidize affordable housing was limited, so was the amount of affordable housing produced in total.

Many of the programs in the previous Housing Element have been completed and have been eliminated from the updated Element. Many of the programs have been successful and are carried forward: a few were relatively ineffective and have been eliminated. As described in the following chapters, new programs based on an assessment of needs, community input, identification of constraints, and staff analysis, are being added in the updated Element.

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Chapter 3: Needs Assessment

3.1 INTRODUCTION

The goal of this chapter is to describe the general demographic characteristics, housing stock supply and economic conditions of the Fremont community. Understanding existing conditions and how they have changed over the prior planning period is critical in crafting housing policies and actions for the 2007-2014 planning period. The Needs Assessment chapter is split into seven sections, each discussing aspects of the housing needs for the City. Each of these sections describes trends in Fremont, but also compares the City's conditions in relation to Alameda County and, where appropriate, the entire San Francisco Bay Area region. Fremont is currently the fourth most populous city in the Bay Area, after San Jose, San Francisco, and Oakland, and therefore plays an important role in regional housing supply.

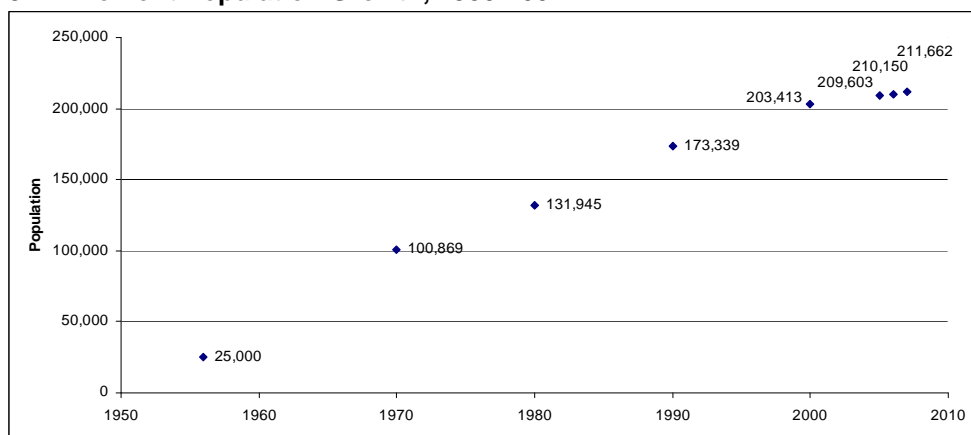
Data from many sources are referenced in this chapter. At the time that this element was written, the last published U.S. Census was produced in 2000. Wherever possible, more up-to-date information was used to provide a more accurate picture of Fremont's existing population, housing and economic conditions. However, if updated data was not available, 2000 Census data was used. All other data sources, including data sets provided by the City of Fremont or other private vendors, are referenced in the end notes.

3.2 FREMONT'S POPULATION

3.2.1 Population Growth

Like many other California communities, Fremont experienced tremendous growth during the post World War II era. Between its incorporation in 1956 to 1970, the City's population quadrupled from 25,000 to 100,000 persons.¹ During the next three decades, the City's population doubled and by 2007, the City had an estimated 211,662 residents.² Figure 3.1 and Table 3.1 depict this steadily increasing city population. Along with its steady population increase, Fremont has also grown older and more ethnically diverse. The following section will assess housing need based on population, household size, ethnic diversity, home ownership and age.

Figure 3-1: Fremont Population Growth, 1950-2007



Source: California Department of Finance (Table E-5a) and Census 2000 (Fremont, CA).

Table 3-1: Fremont Population Growth Trends

| Year | Population | Difference | Percent Change | Average Annual Growth Rate |
|------|------------|------------|----------------|----------------------------|
| 1980 | 131,945 | -- | -- | -- |
| 1990 | 173,339 | 41,394 | 24% | 4,139 |
| 2000 | 203,413 | 30,074 | 15% | 3,007 |
| 2005 | 209,603 | 6,190 | 3% | 1,238 |
| 2007 | 211,662 | 2,059 | 1% | 1,029 |

Source: California Department of Finance (Table E-5a) and Census 1990, 2000 (Fremont, CA).

Since 2000, Fremont's rate of growth has been the slowest in its history, at a rate of about 0.5 percent per year, or 4 percent for the seven-year period. This growth rate was comparable to San Francisco and Oakland, but was much slower than that of San Jose or Santa Rosa, and slightly slower than Hayward, Milpitas, Pleasanton and Alameda County as a whole (see Table 3.2).

Table 3-2: Populations Trends – Regional Jurisdictions

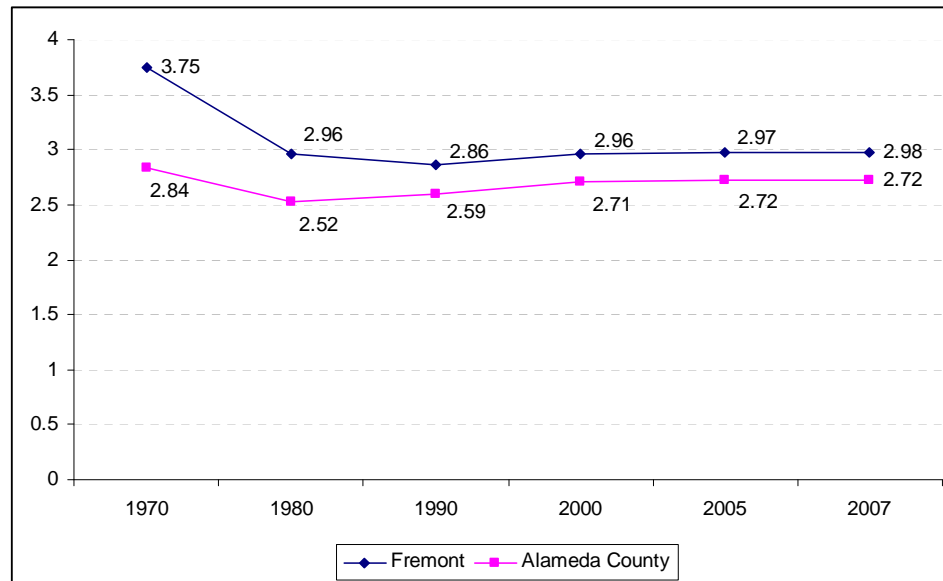
| Jurisdiction Name | 2000 | 2007 | Difference (2000 – 2007) | |
|----------------------|----------------|----------------|-----------------------------|-----------|
| | | | Number | Percent |
| Fremont | 203,413 | 211,662 | 8,249 | 4% |
| Alameda County | 1,443,741 | 1,526,148 | 82,407 | 5% |
| San Jose | 894,943 | 973,672 | 78,729 | 8% |
| San Francisco | 776,733 | 808,844 | 32,111 | 4% |
| Oakland | 399,484 | 415,492 | 16,008 | 4% |
| Santa Rosa | 147,595 | 157,985 | 10,390 | 7% |
| Hayward | 140,030 | 147,845 | 7,815 | 5% |
| Sunnyvale | 131,760 | 135,721 | 3,961 | 3% |
| Milpitas | 62,810 | 66,568 | 3,758 | 6% |
| Pleasanton | 65,058 | 68,755 | 3,697 | 5% |

Source: California Department of Finance (Table E-5a), Census 2000 and ABAG Projections 2007.

3.2.2 Household Size

Household size is an important indicator of change and emerging housing needs. The size of a household is defined as “the total number of people living in a housing unit.”³ Between 1970 and 1990, the City saw a dramatic decline in average household size, dropping from almost four persons per household to 2.86 persons per household. However, household size slightly increased between 1990 and 2000 and is holding steady between 2.97 and 2.98 persons per household.

Figure 3-2: Fremont Average Household Size, 1970-2007



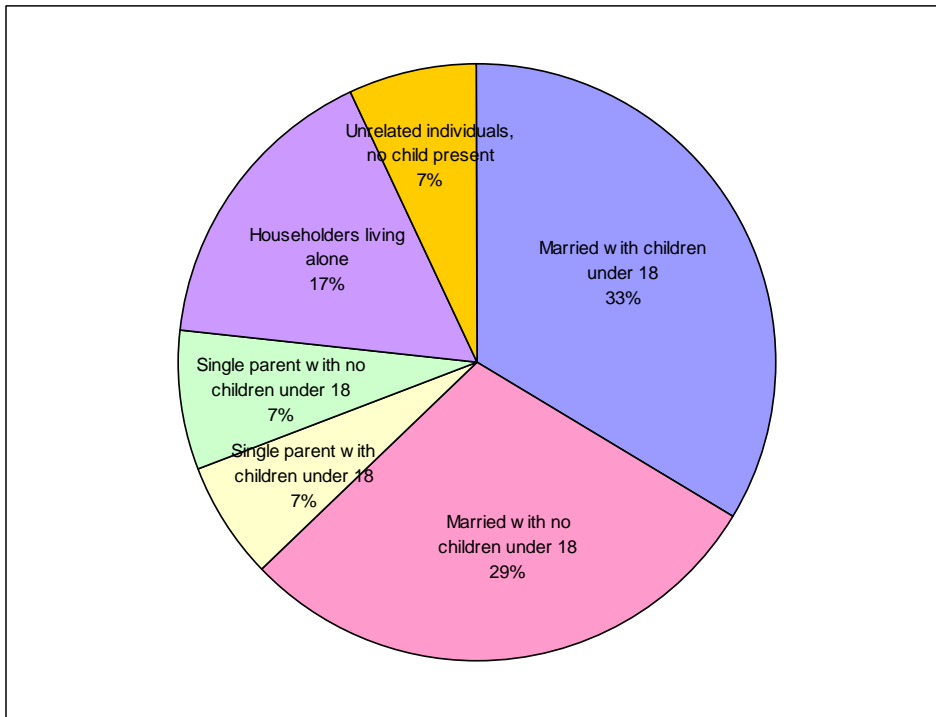
Source: California Department of Finance, 2007 & U.S. Census 1970, 1980, 1990, 2000

When compared to Alameda County, Fremont has maintained a higher household size over the last 30 years. This could indicate that Fremont historically housed a greater number of large families than other cities within the county. This family characteristic is important when analyzing how the current housing stock (i.e. number of bedrooms or size) is accommodating household needs. The increase in household size since 1990 may also be attributed to an increase in multi-generational households in the City. The large family characteristics and existing needs is further discussed in section 3.6.3.

3.2.3 Households by Type

According to the U.S. Census in 2000, there were 68,237 occupied households with 201,654 people. The City's household types are depicted in figure 3.3, which shows 76 percent of the City's households containing Census-defined “families.”

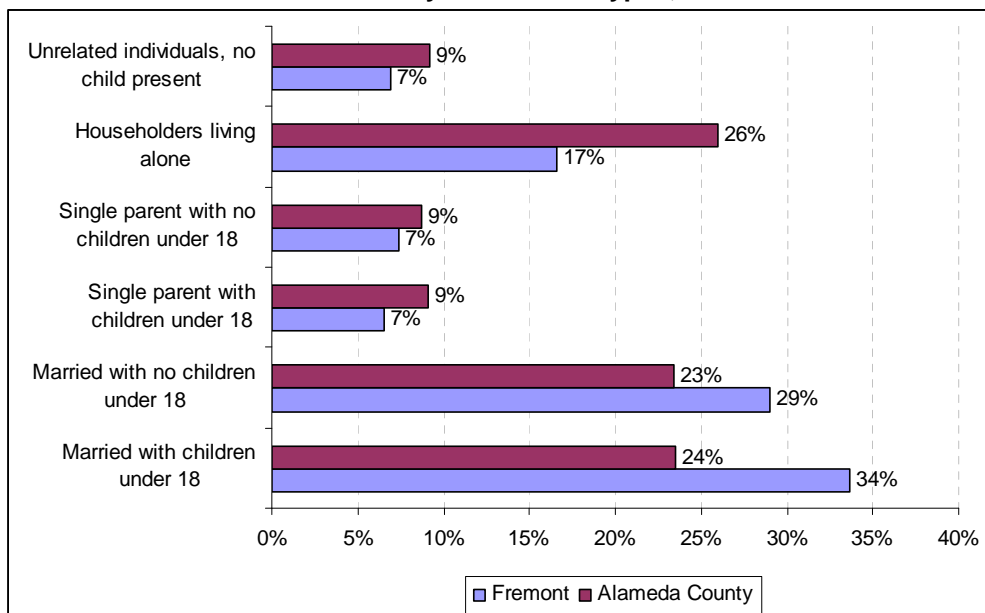
Figure 3-3: Fremont Household Types, 2000



Source: U.S. Census 2000

In 2000, Fremont contained more married couple families with children than any other household type. This is in contrast to Alameda County as a whole, where the most common household type was individuals living alone (Figure 3-4). The presence of mostly married couples with and without children is a possible explanation for the City's higher household size than the rest of the County.

Figure 3-4: Fremont vs. Alameda County Household Types, 2000

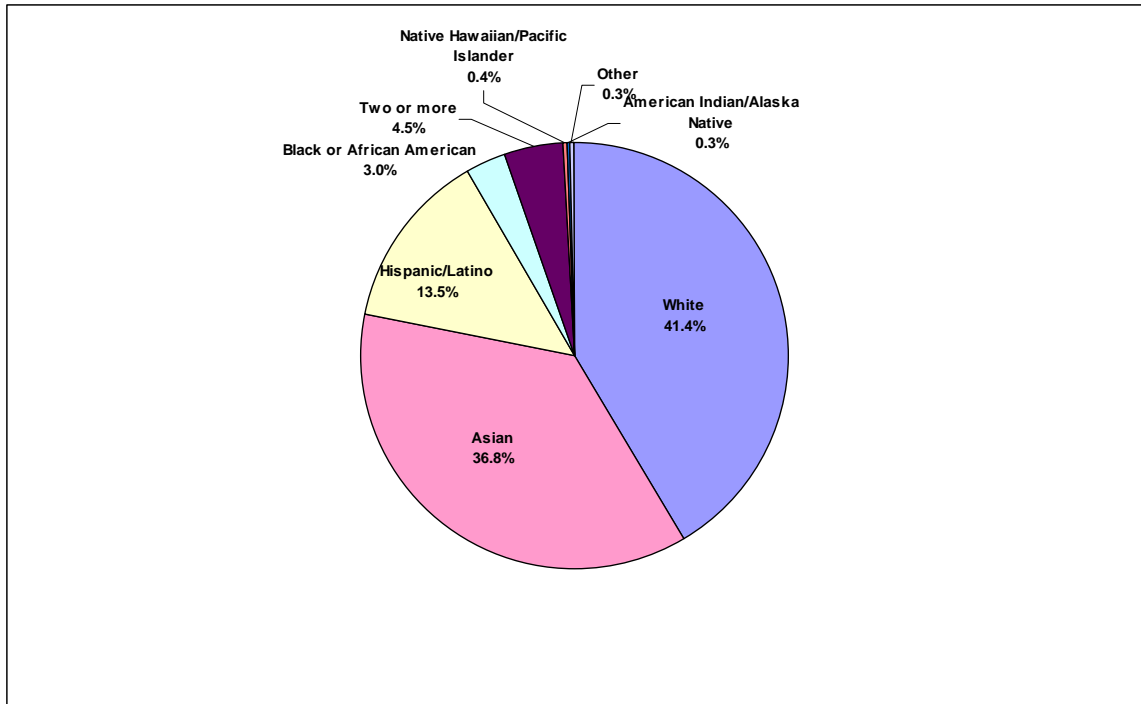


Source: U.S. Census 2000

3.2.4 Population by Ethnicity

Fremont is home to many different cultures and ethnicities. As of the 2000 Census, Asians and Non-Hispanic Whites were the two most prevalent population groups, making up 38 and 42 percent of the city's population respectively. Fremont's demographics have greatly shifted since 1970, with a particularly significant increase in the ethnic Asian population.

Figure 3-5: Fremont Population by Ethnicity, 2000



Source: U.S. Census 2000

While the pie chart above clearly demonstrates Fremont's diversity, it only tells part of the story. The Asian community includes dozens of distinct cultural groups, with origins in India, China, Southeast Asia, the Philippines and beyond. Moreover, persons indicating "White" as their ethnicity include immigrants from Afghanistan, the Middle East, and many other parts of the world. Likewise, the Latino community includes persons from Central America, Mexico, South America, and other Spanish-speaking countries.

Fremont is also a significant center for Afghan population and culture in California that is not reflected in current Census data.⁴ According to the U.S. Census, there were approximately 25,112 California residents of Afghan descent, 11,786 of them in the Bay Area. Of these Afghan residents, approximately 30 percent resided in Fremont.

3.2.5 Population by Age

Fremont's population is also aging. In 1980, the median age was 28.7; it rose to 31.9 by 1990 and increased again to 34.5 in 2000.⁵ By 2005, the median age rose again to 35.1, and today

it is estimated to be approximately 36 years.⁶

The following table highlights these age increases, particularly the increase in the number of persons 45 years and older from 1990 to 2006. The shift is not surprising, because the “baby boom” generation is now over 45. Additionally, there is a nationwide trend toward longer life expectancy.

Table 3-3: Fremont’s Population by Age

| Age Group | 1990 | | 2000 | | 2006 | |
|--------------------|----------------|---------|----------------|---------|----------------|---------|
| | Number | Percent | Number | Percent | Number | Percent |
| Under 5 | 14,161 | 8.2 | 15,019 | 7.4 | 15,643 | 7.5 |
| 5-9 years | 13,146 | 7.6 | 15,603 | 7.7 | 16,421 | 7.9 |
| 10-14 years | 11,119 | 6.4 | 14,027 | 6.9 | 15,433 | 7.4 |
| 15-19 years | 10,432 | 6.0 | 11,877 | 5.8 | 11,513 | 5.6 |
| 20-24 years | 12,185 | 7.0 | 10,645 | 5.2 | 8,390 | 4.0 |
| 25-34 years | 38,126 | 22.0 | 35,288 | 17.3 | 31,797 | 15.3 |
| 35-44 years | 31,204 | 18.0 | 40,631 | 20.0 | 36,027 | 17.4 |
| 45-54 years | 19,466 | 11.2 | 27,655 | 13.6 | 32,863 | 15.8 |
| 55-59 years | 6,709 | 3.9 | 8,674 | 4.3 | 11,752 | 5.7 |
| 60-64 years | 5,492 | 3.2 | 6,908 | 3.4 | 8,548 | 4.1 |
| 65-74 years | 7,301 | 4.2 | 10,244 | 5.1 | 9,836 | 4.7 |
| 75-84 years | 3,143 | 1.8 | 5,275 | 2.6 | 6,287 | 3.0 |
| 85 and over | 855 | 0.5 | 1,467 | 0.7 | 2,846 | 1.4 |
| TOTAL | 173,339 | | 203,413 | | 207,356 | |

Source: U.S. Census 1990, 2000 and ACS 2006

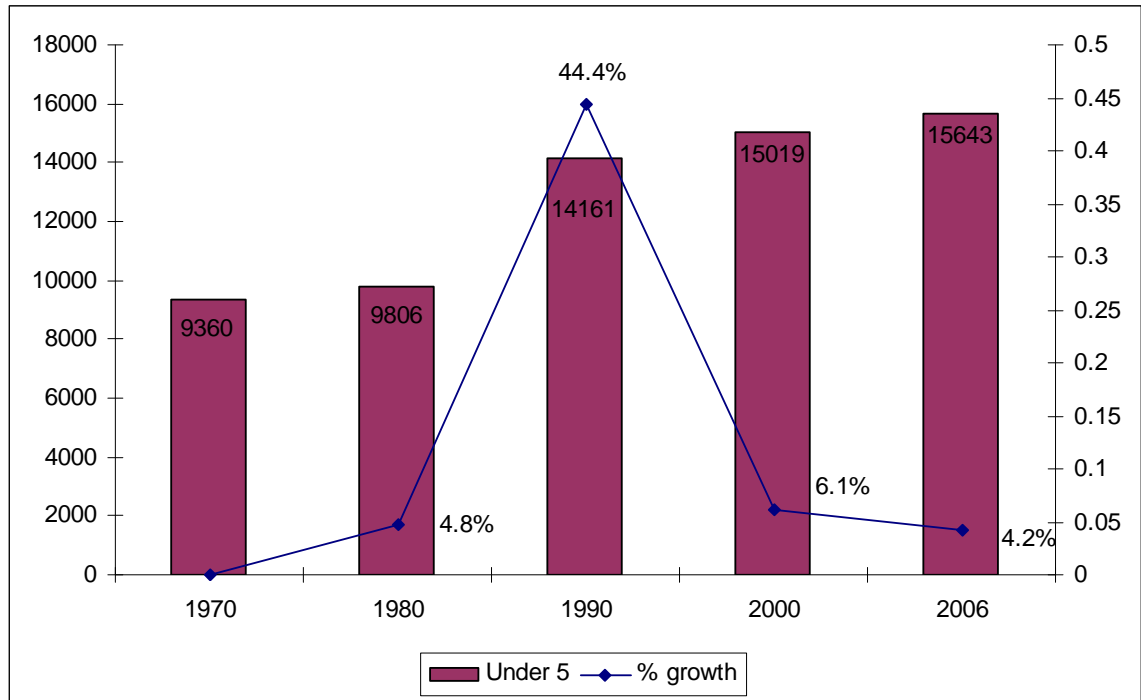
One likely result of the aging of Fremont’s population is an increased demand for elder care services and facilities, including senior housing. In many cases, seniors will not need assistance finding housing so much as they will need assistance staying in the housing they already inhabit. For example, seniors may need access to public transit or paratransit as they lose their ability to drive a car. Seniors may also need assistance with daily activities or health care assistance in their existing homes. Their housing may need to be rehabilitated with adaptable “universal design” features. Affordability of housing for this age group will be a significant concern in the coming years.

At the same time that the population of residents over the age of 45 is steadily increasing, Fremont is experiencing a significant decline in the population of residents aged 20 to 35. Although Fremont has added 34,000 people in the past 16 years, the number of 20- to 35-year-olds has declined by about 10,000. In 1990, 20- to 35-year-olds comprised 29 percent of the population: in 2006, they comprised just 19 percent. This decline may mean that the high cost of housing is pricing younger adults out of the area. This trend is not unique to Fremont, as many cities in the Bay Area and Alameda County are experiencing a decline in this young adult age group. Many young adults are moving out of the area in search of more affordable homes, and in many cases, commuting two hours or more hours back to the Bay Area for work.

Although Figure 3-6 shows a slight increase in population of children less than 14 years of age from 2000 to 2006, the State is predicting a significant decline in birth rates over the next few years. In Fremont birth rate has declined since 1990, meaning that people are not having as many children as before. Figure 3.7 depicts this decrease in the birth rate, where the

populations of children under 5 spiked in 1990 at 44.4 percent growth, then steeply declined to a 6.1 percent growth rate in 2000, and continued downward in 2006 to 4.2 percent growth.

Figure 3-6: Number of Children under 5 years versus Percentage of Growth



Source: US Census 1970, 1980, 1990, 2000, ACS 2006

As adults have fewer or no children, the Fremont Unified School District also predicts that school enrollment will gradually shrink overall, although individual schools might have crowding problems.

3.2.6 Household Tenure

Household tenure (owner-occupied or renter-occupied) is important in determining a community's housing needs by depicting whether a deficiency or overabundance of ownership or rental units exists. A majority of housing units in Fremont are owner-occupied, and the percentage of these units relative to the total housing stock continues to slowly increase.

In 1990, there were 38,865 owner occupied units making up 62 percent of the City's total occupied housing units. By 2000, there were 44,033 owner occupied units, which comprised 65 percent of the total.⁷ The number of renter-occupied units has also continued to increase, from 21,333 units in 1990 to 24,204 in 2000.⁸ However, the total units that are rentals declined on a percentage basis from 38 percent to 35 percent.

Table 3-4: Households by Tenure

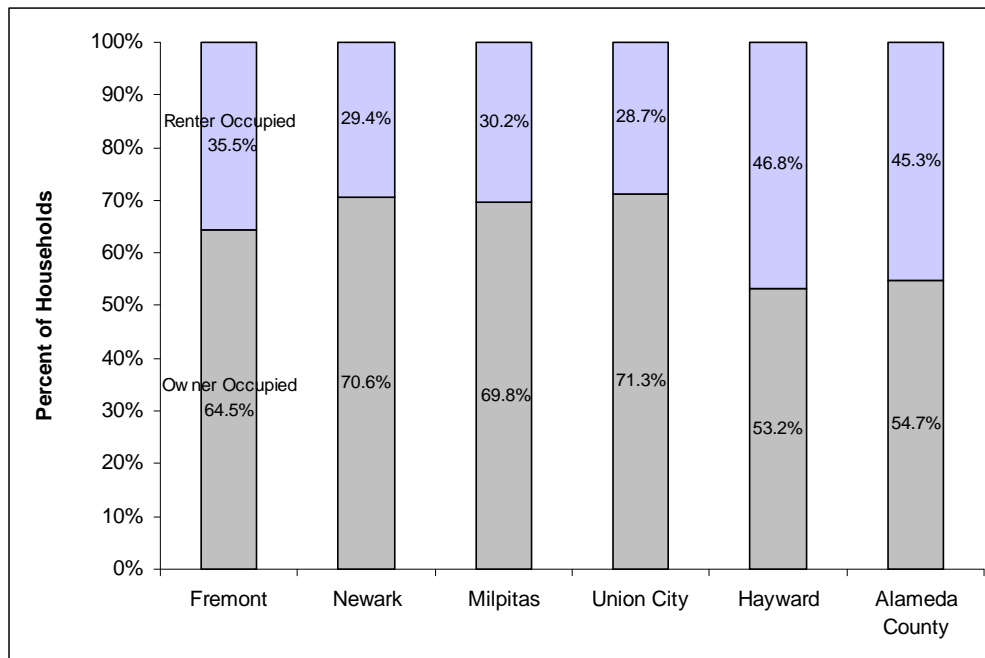
| | 1990 | | 2000 | | 2007 | |
|--|--------|---------|--------|---------|--------|---------|
| | Number | Percent | Number | Percent | Number | Percent |

| | | | | | | |
|---------------|--------|-------|--------|-------|--------|-------|
| Owners | 38,865 | 64.6 | 44,018 | 64.5 | 45,214 | 66.2 |
| Renter | 21,333 | 35.4 | 24,202 | 35.5 | 23,050 | 33.8 |
| TOTAL | 60,198 | 100.0 | 68,220 | 100.0 | 68,264 | 100.0 |

Source: HUD Economic and Market Analysis Division: Special Tabulations of Households (1990, 2000) ACS 2007

From 1990 to 2007, the U.S. Census and HUD estimates that Fremont's ownership rates have been increasing. This indicates that the demand for ownership units in the City does exist. However, the City is also seeing an increasing demand for multifamily units, despite the decreasing number of renters in the city from 2000 to 2007. This could reflect the trend of more dense living within the City, with owners opting to purchase condominiums in multifamily projects, rather than the traditional detached single family home.

Figure 3-7: Owner Occupied and Renter Occupied Housing, 2000



Source: US Census 2000

As Figure 3.7 shows, within the county, Fremont had a slightly lower percentage of owner-occupancy than the neighboring cities of Newark, Milpitas, and Union City. It had a slightly higher percentage of owner-occupancy than Hayward and Alameda County as a whole. This graphic underscores the City's previous history as a suburban bedroom community to Alameda County and the overall Bay Area region, where more people settled in the City to buy a home and live outside regional centers. However, as we approach the next decade of housing, ownership may not be the option for all residents in the City.

3.2.7 Conclusions

Fremont's demographics have drastically changed over the last 18 years, and as the population continues to grow, it becomes more ethnically diverse and older. Based on the population trends seen in this section, housing programs will need to accommodate seniors and large households. Programs that assist 20-34 year-olds secure housing may also be

desirable as a way to maintain age diversity in the community.

3.3 INCOME AND HOUSING AFFORDABILITY

Despite efforts during the last planning period to create more affordable living, the Bay Area region largely remains one of the most expensive regions in the state. Although the desire to live in the Bay Area region creates an ongoing demand for housing, the ability for lower wage workers to live and work in the same city becomes increasingly difficult. The following section will look at the existing financial conditions of the housing stock and population in the City of Fremont. Section 3.3.3 is an analysis of income levels within the City correlated with the price of housing. It reveals some of the major needs of residents who are overpaying for their current housing. Additionally, this section will discuss other housing issues of overcrowding, local costs and current income levels.

3.3.1 Household Income

Fremont's median household income \$76,579 in 2000 (the sum of income earned by all members of a household) has increased from \$51,231 in 1990 to \$88, 645 per household in 2007.⁹

According to the 2000 U.S. Census, when compared to the Alameda County region, Fremont had the fifth highest median income trailing behind Piedmont (\$134,270) and Pleasanton (\$90,859), Dublin (\$77,283) and Fairview CDP (\$76,647). In 2007, not all cities are included in the ACS survey; however, the city of Livermore surpassed the City of Fremont in estimated median household income. Table 3-5 shows median household income throughout Alameda County in 2000 and 2007.

Table 3-5: Median Household Income Trends – Neighboring Jurisdictions

| | 2000 | 2007 |
|-------------------|---------|---------|
| Alameda County | 55,946 | 66,430 |
| Alameda | 56,285 | 70,144 |
| Albany | 54,919 | - |
| Berkeley | 44,485 | 52,900 |
| Dublin | 77,283 | - |
| Emeryville | 45,359 | - |
| Fremont | 76,579 | 88,645 |
| Hayward | 51,177 | 58,357 |
| Livermore | 75,322 | 94,813 |
| Newark | 69,350 | - |
| Oakland | 40,055 | 47,179 |
| Piedmont | 134,270 | - |
| Pleasanton | 90,859 | 109,470 |
| San Leandro | 51,081 | 62,412 |
| Union City | 71,926 | 84,384 |
| Ashland CDP | 40,811 | - |
| Castro Valley CDP | 64,874 | - |
| Cherryland CDP | 42,880 | - |
| Fairview CDP | 76,647 | - |
| San Lorenzo CDP | 56,170 | - |

Source: U.S. Census, 2000; ACS, 2007; *Note – CDP (Census Defined Place)

The proportional number of households in different income categories is an important indicator of housing affordability. The U.S. Department of Housing and Urban Development (HUD) has developed benchmarks defining “Very Low-Income”, “Low-Income”, “Moderate-Income”, and “Above Moderate-Income” to assess housing needs. HUD has further identified a subset of “Extremely Low-Income” households within the “Very Low Income” category. Most federally and state funded housing programs are tied to these income limits and to federal poverty data. Each metropolitan area’s income level bands are determined by the median household income for households of different sizes. Table 3-6 illustrates the income limits commonly used in Alameda and Contra Costa counties.

The following categories are used to define each of these income groups:

- **“Extremely Low-Income”** (ELI) households earn less than 30 percent of the area-wide median income.
- **“Very Low-Income”** (VLI) households earn between 30 percent and 50 percent of the area-wide mean.
- **“Low-Income”** (LI) households earn between 50 percent and 80 percent of the area-wide mean.
- **“Moderate-Income”** (MI) households earn between 80 percent and 120 percent of the area-wide mean.
- **“Above Moderate-Income”** (AMI) households earn more than 120 percent of the area-wide mean.

Table 3-6: Maximum Household Income Levels, FY 2007

| | 1 person | 2 person | 3 person | 4 person | 5 person | 6 person |
|---|-------------|-------------|-------------|-----------|-----------|-----------|
| Above Moderate (>120%) | -- | -- | -- | -- | -- | -- |
| Moderate (120%) | \$70,450 | \$80,400 | \$90,500 | \$100,550 | \$108,600 | \$116,650 |
| Low Income (80%) | \$47,000 | \$53,600 | \$60,300 | \$67,050 | \$71,550 | \$76,850 |
| Very Low Income (50%) | \$29,350 | \$33,500 | \$37,700 | \$41,900 | \$45,250 | \$48,600 |
| Extremely Low Income (30%) | \$17,600 | \$20,100 | \$22,650 | \$25,150 | \$27,150 | \$29,150 |

Source: City of Fremont: Income and Rent Limits, 2007

At the time of the 2000 Census, approximately 13 percent of Fremont’s households were considered to be “Very Low Income” (including “Extremely Low Income”) and another 10 percent were identified as “Low Income.” Moderate or Above Moderate Income households represented 77 percent of the City’s total households. Table 3-7 illustrates the share of

households by income bracket in Fremont.

Table 3-7: Fremont Households by Income Level, 2000

| Household by Income | Total | |
|--|---------------|-----|
| Extremely Low Income (0-30%) | 4,576 | 7% |
| Very Low Income (31-50%) | 4,275 | 6% |
| Low Income (51-80%) | 6,696 | 10% |
| Moderate and Above-Moderate Income (80% and higher) | 52,641 | 77% |
| Total Households | 68,188 | |

Source: HUD CHAS Tables, 2000

There is a need in the Fremont community for housing that is affordable to the 23 percent of households in the low to extremely low income ranges. In 1990, the US Census reported that 4.2 percent of Fremont residents were living below the poverty level. In 2000, that number rose to 5.4 percent, but has since decreased due to economic conditions and City and County efforts to alleviate the burden of housing costs and services for residents in need. According to the 2006 ACS, the percentage of residents living in poverty had reverted to its 1990 level of 4.2 percent of the population.

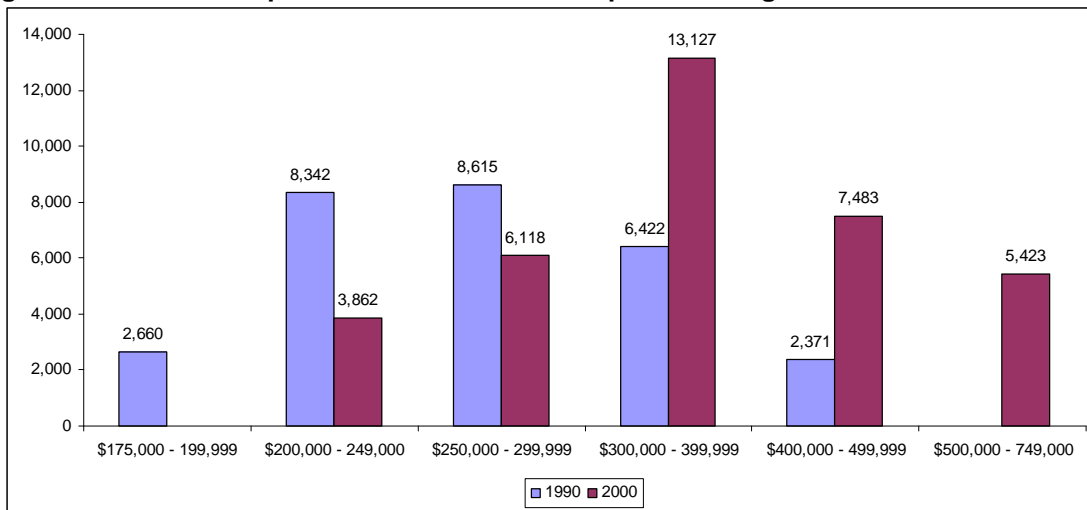
3.3.2 Local Housing Costs

Another one of the crucial indicators in evaluating a community's housing market is the cost of housing. Over the past 30 years, the cost of buying or renting a home has increased more rapidly in the Bay Area than in the rest of the country, leaving the region with home prices that are among the highest in the nation.

Median housing values in Fremont have risen dramatically since 1990, when the median for owner-occupied housing units was \$263,400.¹⁰ Ten years later, the median value had jumped to \$354,300, an increase of 35 percent. The run-up in prices between 1990 and 2000 is clearly visible in Figure 3-8. Whereas most homes in Fremont cost between \$175,000 and \$300,000 in 1990, most homes were valued over \$300,000 by 2000.¹¹ By 2000, only about one-quarter of the city's housing stock was valued at less than \$300,000. Of these homes, the most affordable units were mobile homes.

Rapid housing price increases continued during 2000-2005 before leveling off somewhat in 2006 and 2007 and declining in 2008. According to movoto.com, a Redwood City-based real estate service that tracks home sales in California, the median house price in Fremont was about \$500,000 in 2003 and \$700,000 in 2007. Homes were selling from four to five percent above their list price in 2005, but were selling for slightly below their asking prices by late 2007.¹²

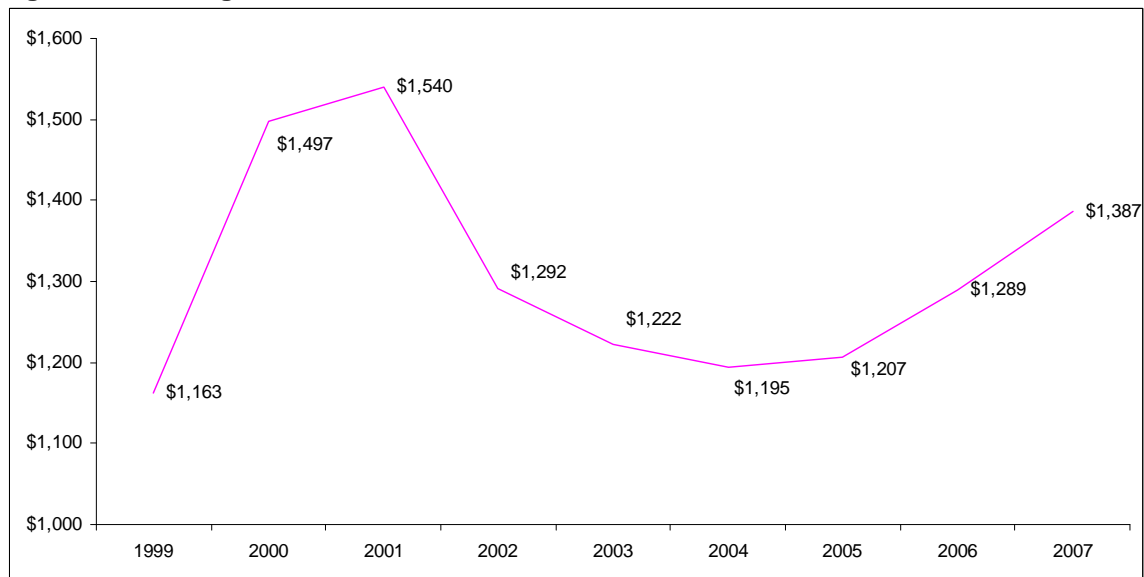
Figure 3-8: Fremont Top 5 Values for Owner-Occupied Housing Units



Source: 1990 & 2000 U.S. Census

Rents in Fremont fluctuated between 1999 and 2007, as shown in Figure 3-9. The higher rents generally correspond with employment trends in Silicon Valley and the Bay Area—the stronger the job market, the higher the rents.

Figure 3-9: Average Rent Trend for Fremont, 1999-2007



Source: RealFacts.com

With the current economic recession, a downturn in the local economy's job resources may not only dramatically affect the income of local residents, but also the supply of housing throughout the City. Many expect renting units to become a more popular option in the wake of widespread housing foreclosures. However, the current economic climate has seen a drastic slowing in construction. The effects of the recession are yet to be fully realized, and the new housing needs for this planning period may shift in the coming years.

3.3.3 Overpayment and Overcrowding

Besides household income and housing costs, overpayment and overcrowding are also indicators of housing affordability. How much of a household's income is dedicated to housing expenses? Additionally, how many people are living in a single housing unit to make housing affordable for them?

HUD has defined "affordable" housing as housing units that requires no more than 30 percent of a household's gross monthly income, whether for rent or mortgage payments. This means that state and federal agencies consider a household to be "overpaying" when more than 30 percent of their gross monthly household income is spent on housing costs alone.¹³ For example, an "affordable rent" for a two person household with an annual income of \$40,000 would be \$1,000 per month (including utilities). Given the high cost of housing in the Bay Area, overpaying for housing is a common occurrence for all income levels.

However, the incidence of overpayment is the highest for those of limited income. Lower income households typically "overpay" for housing more frequently than moderate and above moderate income households. During the 1990s and 2000s, the price of housing in the Bay Area increased at a much faster rate than residents' incomes, so that the percentage of those overpaying households increased. In 2000, 30 percent of all income households in Fremont were paying 30 percent or more of their annual household incomes on rent or mortgages and related housing expenses.

Table 3-7: Housing Overpayment in Fremont, 2000

| | Extremely Low (≤30% of MFI*) | | Very Low (30%-50% of MFI) | | Low (51%-80% of MFI) | | Moderate (>81% of MFI) | | Total | |
|---------------|--|---------|-------------------------------------|---------|--------------------------------|---------|----------------------------------|---------|--------------|---------|
| | Number | Percent | Number | Percent | Number | Percent | Number | Percent | Number | Percent |
| Renter | 2,246 | 78.0 | 1,967 | 90.8 | 2,099 | 65.1 | 1,780 | 11.2 | 8,095 | 33.5 |
| Owner | 1,248 | 73.6 | 1,194 | 56.6 | 1,976 | 56.9 | 8,268 | 22.5 | 12,679 | 28.8 |

Source: HUD CHAS Tables F5a, F5b, F5c, F5d (2000)

*MFI = HUD defined Median Family Income for the Oakland-Fremont Metropolitan Area

According to HUD, 1,967 very low-income renter and 1,194 very low-income owners were overpaying for their housing in 2000.¹⁴ A more detailed analysis of the extremely low income bracket is further discussed in Section 3.5.7. Although overpaying is common for the lower-income brackets, the problem is not limited to the lower income groups. As the table above depicts, in 2000, a sizeable number of moderate income renters and homeowners were paying more than 30 percent of their monthly income towards housing. Approximately 8,268 people within the moderate income bracket in Fremont made enough to purchase a home, but were in danger of being unable to pay for their housing. This was an indication of the rapid inflation in housing costs, and the increasing share of income necessary to afford the median priced home or apartment in the City of Fremont and the SF Bay Area. Programs such as the First Time Homebuyer program are aimed to educate and assist homebuyers who would like to own but need financial assistance to live and work within the

City of Fremont. Although data are not available for 2007, the percentage of overpaying households has probably increased since the 2000 Census as the price of housing rose significantly during the first half of the decade.

Overcrowding is another issue that is common in the Bay Area region, due to both the high cost of owning or renting a home. Overcrowding is typically defined as more than one person per room, based on the U.S. Census's definition of "room," which excludes bathrooms, porches, balconies, foyers, halls or half-rooms. Severe overcrowding occurs when there are more than 1.5 persons per room. Overcrowding often results when there are not enough adequately sized units within a community, or when high housing costs relative to income force too many individuals or families to share housing. Overcrowding can also accelerate deterioration of the housing stock over time.

Overcrowded housing may be an indicator of an unmet affordable housing need, or it may be related to cultural preferences (for instance, for multi-generational families living together). According to a Fremont apartment property survey in 2000, approximately 2,600 households were living in overcrowded rental conditions.

Overcrowding is more common among renters than owners because apartment complexes often do not offer a sufficient number of larger units (i.e. three bedrooms or more) at affordable prices. In 2007, only 5 percent of Fremont's apartment units were three bedrooms, and their average leasing price was approximately \$1,870 per month.¹⁵ There were no apartments in the city with four or more bedrooms. This data provides some insight to the need for larger size units, especially at affordable prices.

Table 3-8: Household Overcrowding, 2000

| | Owner | Renter | TOTAL |
|--|--------------|---------------|--------------|
| Occupied | 44,045 | 24,192 | 68,237 |
| Overcrowded (1.0-1.5 people per room) | 1,746 | 2,255 | 4,001 |
| Severely Overcrowded (1.51 + people per room) | 1,001 | 3,057 | 4,058 |

Source: US Census, 2000 SF3 (H20)

In 2000, overcrowded households represented 11.8 percent of the total households, which is depicted in Table 3-8. The renter population is greatly affected by overcrowding, where the highest number of overcrowded households consisted of severely overcrowded renters.

3.3.4 Conclusions

Since 1990, home prices and rents have increase dramatically in Fremont, surpassing the rate at which household income is growing. As the portion of the Fremont population that pays more than 30 percent of their monthly income towards housing increases, the demand for affordable housing will also increase for all income grouped of renters and owners. Fremont will need to continue to subsidize housing and offer financial assistance programs to try to meet this demand. Many of the actions in Chapter 6 are meant to meet this need for affordable housing.

3.4 EMPLOYMENT

3.4.1 Employers and Jobs

One factor affecting population growth and housing is the local economy. Fremont provides housing not only to persons working in the city, but also for persons who work elsewhere. In fact, much of Fremont's growth between 1970 and 2000 was fueled by job growth in Santa Clara County. By 2000, Fremont had become an employment center in its own right, with residents commuting in from as far away as Stockton.

Employment within a community or lack thereof, directly affects the demand for housing supply and the type of housing most needed. According to the U.S. Census, in 2000 there were 102,187 jobs in the City of Fremont and 104,545 employed residents. In 2005 the number of jobs decreased to approximately 100,144, as did the number of employed residents to 102,850.

Table 3-9: Employment by Industry 2000 and 2005

| Industry Type | 2000 | | 2005 | |
|---|----------------|---------|----------------|---------|
| | Number | Percent | Number | Percent |
| Agriculture, forestry, fishing and hunting, mining | 163 | 0.2 | 0 | 0.0 |
| Construction | 4,168 | 4.1 | 6,133 | 6.1 |
| Manufacturing | 27,446 | 26.9 | 22,819 | 22.8 |
| Wholesale trade | 4,539 | 4.4 | 4,851 | 4.8 |
| Retail trade | 11,526 | 11.3 | 9,718 | 9.7 |
| Transportation, warehousing and utilities | 4,234 | 4.1 | 3,279 | 3.3 |
| Information | 4,890 | 4.8 | 3,351 | 3.3 |
| Finance, insurance, real estate, rental and leasing | 5,902 | 5.8 | 7,263 | 7.3 |
| Professional, scientific, management administration | 15,575 | 15.2 | 16,160 | 16.1 |
| Educational, health and social services | 13,501 | 13.2 | 16,297 | 16.3 |
| Arts, entertainment, recreation and services | 4,610 | 4.5 | 4,218 | 4.2 |
| Other services | 3,117 | 3.1 | 3,868 | 3.9 |
| Public administration | 2,516 | 2.5 | 2,187 | 2.2 |
| TOTAL | 102,187 | | 100,144 | |

Source: US Census 2000, ACS 2005

In 2000, the City's four highest employment industries were manufacturing (26.9 percent); professional, scientific, management administration (15.2 percent); educational, health and social services (13.2); and retail trade (11.3). In 2005, the manufacturing and retail trade industries saw their shares of employees drop (to 22.8 percent and 9.7 percent, respectively). Both the professional, scientific, management administration (16.1 percent) and educational, health and social services (16.3 percent) industries saw percentage increases in employed residents.

In 2007, the California Employment Development Department (EDD) estimated that the

City of Fremont had close to 110,900 civilians in the labor workforce, however, only 106,000 civilians were working. Fremont's unemployment rate was approximately 4.4 percent, comparable to the median rate of 4.5 percent for the entire county.

The City has a diverse economy, with employers that range from private and public high tech and manufacturing companies to health care to retail to government.

The City's top ten largest employers in 2007 were:

1. New United Motor Manufacturing (NUMMI)
2. Fremont Unified School District (FUSD)
3. Washington Hospital
4. Lam Research Corporation
5. Boston Scientific
6. Target
7. Western Digital
8. AXT Incorporated
9. City of Fremont
10. Office Depot

In Fremont, employees earn a wide array of salaries. On average, the Oakland-Fremont Metropolitan Area had a mean wage of \$25.21 in the first quarter of 2008.¹⁶ In 2000, there were 104,830 jobs within the City.¹⁷ This represented close to 14 percent of Alameda County's total job base for that year. The previous Housing Element (2003) predicted that the Fremont job market would see a 6.2 percent increase in total jobs by 2007; however, the downturn in technology in 2001-02 had a significant effect on Fremont's job market. In 2005, there were only 93,950 jobs in the City, representing a 10 percent decrease from five years prior.¹⁸ With a decline in the number of jobs taking place in the wake of the technology downturn, the demand for new housing also declined, making the last projected RHNA numbers for the City too high for the demand present over the 2001-2006 planning period. A similar trend may occur due to the current economic climate.

Along with a wide array of salaries, Fremont residents also work in a variety of locations. According to the 2000 US Census, approximately 51.4 percent of the City's residents are part of the City's labor force. However, the majority of Fremont's labor force does not work in the City. The following table depicts the commuting patterns of Fremont's residents.

Table 3-10: Employment of Fremont Residents by Commuting Patterns, 2000

| Commuting Pattern | 2000 | |
|-------------------------------|--------|---------|
| | Number | Percent |
| Worked in Fremont | 31,700 | 30.3 |
| Worked outside of Fremont | 67,473 | 64.5 |
| Worked in Alameda County | 53,880 | 51.5 |
| Worked outside Alameda County | 45,293 | 43.3 |
| Commute Time to Work | | |
| 0-14 Minutes | 19,250 | 18.4 |
| 15-29 Minutes | 27,257 | 26.0 |
| 30-44 Minutes | 24,243 | 23.2 |
| 45+ Minutes | 26,780 | 25.6 |
| Worked at Home | 2,685 | 2.7 |

Source: MTC, Data Sources, CTPP Data, 2000 *Note: Numbers are mutually exclusive

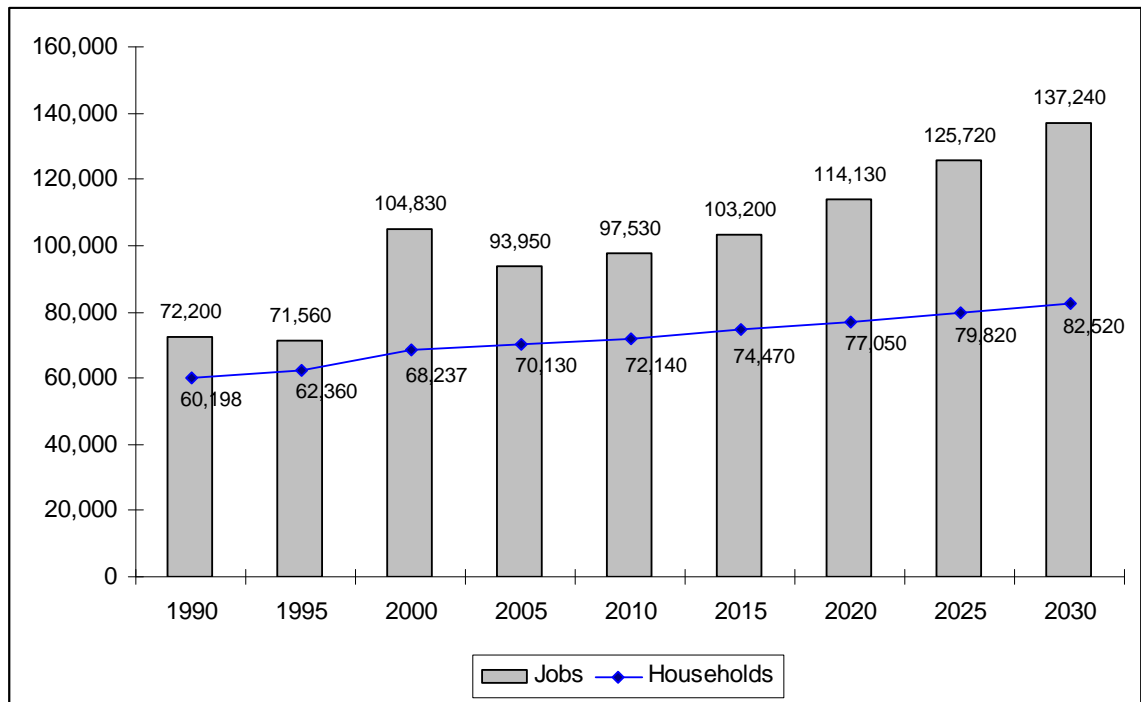
Because of Fremont's desirable location in the greater San Francisco Bay Area region, much of the City's workforce commutes to other cities and counties for jobs. The above table shows that in 2000, 67,473 or 64.5 percent of Fremont's labor force worked outside the City.

According to ABAG projections, Fremont will regain these lost jobs and ultimately will add 32,410 new jobs from 2000 to 2030. By 2030, Fremont is expected to be the sixth-largest job center in the Bay Area. ABAG also estimates significant employment growth in areas directly adjacent to Fremont, including Milpitas and the Tri-Valley area of Dublin, Pleasanton and San Ramon, which may affect the demand on housing within the City.

3.4.2 Jobs to Housing Balance

ABAG projects that the rate of job growth in Fremont will actually exceed the rate of housing growth during the next several decades. While total jobs are expected to increase by 24 percent between 2000 and 2030, the number of households is expected to increase by 17 percent for the same time period. The story is similar in nearby communities. The increased number of new jobs relative to household growth could exert significant pressure on the City's housing market.

Figure 3-10: Job and Household Growth Trends, 1990-2030



Source: ABAG Projections, 2007

If ABAG is correct, the amount of housing that needs to be produced in Fremont may be greater than what the population projections imply. Rectifying the jobs-housing imbalance is a major goal of ABAG and was the driving factor behind the 2007-2014 Regional Housing Needs Allocation. Figure 3-10 illustrates how the relationship between jobs and housing in the City has changed over time, and is projected to change in the future. Historically, the city was a bedroom community and had a jobs-housing ratio that was below the regional average.

As Fremont matured, the number of jobs began increasing faster than the number of households. In 1990, there were 1.2 jobs per household in the city, compared to a regional average of 1.4. By 2000, there were 1.5 jobs per household in the City, which was on par with the regional average. However, as the housing demands continued to increase, the total number of jobs did not keep pace, showing a decrease in jobs per household from 2000 to 2005 when the ratio decreased to approximately 1.3 jobs per household.

Maintaining a jobs-to-housing balance is a major goal for the City of Fremont, as it is with most California cities. When jobs and housing are in balance, people are more likely to live and work in the same community. This not only improves the quality of life for many people, by reducing commute times to and from work, but also indirectly improves many other aspects of the community, such as reduced traffic, improved air quality, and increased community involvement.

3.4.3 Employment Trends

ABAG expects the number of jobs in Fremont to increase between 2005 and 2010, and to continue increasing until 2030. By the year 2030, Fremont is expected to hold approximately 1.7 jobs per household. The fastest growing categories are expected to be “Financial and Professional Service Jobs” and “Health, Educational and Recreation Service Jobs” in future.

Table 3-11: Employment Trends, 2000-2030

| | 2000 | 2005 | 2010 | 2015 | 2020 | 2025 | 2030 | '00-'30 percent change |
|---|----------------|---------------|---------------|----------------|----------------|----------------|----------------|------------------------------|
| Agriculture and Natural Resources Jobs | 90 | 70 | 70 | 70 | 70 | 70 | 70 | -22.2 |
| Manufacturing, Wholesale and Transportation Jobs | 45,370 | 37,950 | 38,760 | 40,200 | 43,190 | 46,310 | 49,370 | 8.8 |
| Retail Jobs | 10,250 | 9,250 | 9,750 | 10,420 | 11,650 | 12,990 | 14,310 | 39.6 |
| Financial and Professional Service Jobs | 16,490 | 15,650 | 16,280 | 17,420 | 19,600 | 21,890 | 24,220 | 46.9 |
| Health, Educational and Recreation Service Jobs | 22,420 | 21,480 | 22,850 | 24,760 | 28,200 | 31,910 | 35,670 | 59.1 |
| Other jobs | 10,210 | 9,550 | 9,820 | 10,330 | 11,420 | 12,550 | 13,600 | 33.2 |
| Total Jobs | 104,830 | 93,950 | 97,530 | 103,200 | 114,130 | 125,720 | 137,240 | 30.9 |
| Jobs: Households | 1.5 | 1.3 | 1.4 | 1.4 | 1.5 | 1.6 | 1.7 | -- |
| Jobs : Employed Residents | 1.0 | 0.9 | 0.9 | 0.9 | 0.9 | 0.9 | 0.9 | -- |

Source: ABAG Projections, 2007

3.4.4 Conclusions

Fremont is projected to add more jobs than housing during the next decade, similar to other nearby cities. If current economic conditions continue and a significant decline in jobs occurs, the demand for housing will also be affected as previously seen in 2000-2001. The City and the region as a whole may see a decline in the demand for market-rate housing, making the City's job to keep people housed during tough economic times even more crucial. As the economy's conditions become more favorable, the City may see a rebalancing of jobs and housing; however, in the near future the current RHNA allocations may be unreasonable for actual demand for housing. An ongoing challenge for the City and the Region will be to maintain a balance between jobs and housing, and the economy turns around and recovers.

3.5 SPECIAL NEEDS HOUSING

The State of California has identified certain types of households that have special housing needs. These households have a more difficult time than most when trying to find a home suitable to their specific needs. State identified sub-populations that require special housing needs due to physical limitations, disabilities, life circumstances, and other factors include the following:

1. Farmworkers
2. Elderly Households
3. Disabled Households
4. Single Parent -Headed Households
5. Large Family Households
6. Homeless Households
7. Extremely Low Income Households
8. Linguistically Isolated Households

The eighth category, 'Linguistically Isolated Households,' is not required by the State of California; however, it is included here because these households are common in Fremont. Each of these groups is profiled below.

3.5.1 Farm workers

Farm worker households are also typically considered to be households with special needs. However, a review of all available data for the City of Fremont indicates that there are not substantial numbers of farm worker households within the City and, consequently, they are not identified specifically as a group with special needs. The 1990 and 2000 U.S. Census both identified less than one percent of the City's labor force employed in the farming or agricultural work industry. Information from the State Employment Development Department (EDD) was also reviewed and indicated no significant number of workers employed in the agricultural sector in Fremont.

3.5.2 Elderly Households

Although the elderly population is in need of special housing types and services, the state also required jurisdictions to acknowledge the sheer increased size of the older adult population. The number of elderly persons as a percentage of total U.S. population is expected to continue to increase due to the aging of the "Baby Boom" generation, lower birth rates in recent years, and extended life expectancies. It is expected that persons aged 65 years and older will comprise more than 14 percent of the U.S. population by 2010, and 22 percent by 2030 (or 65 million). Older adults are a substantial segment of the community's population. In 1990, residents 65 year and over made up 6.5 percent of the community. In 2000, this age group jumped to 8.3 percent and then again in 2006 to approximately 9.1 percent of Fremont's population.

ABAG has provided projections for age distribution to 2030 for the entire region. These estimates indicate that the 65+ population will increase by almost 62 percent in the next 30 years, causing the region's median age to rise from 34.5 to 42.4 years old. This large increase means growing demand for a range of housing types, such as independent living facilities, assisted housing or congregate care facilities, group homes, etc.

Many of the City's elderly households have fixed incomes and must balance housing costs with growing health care expenses and other costs. In 2000, 6.2 percent of the elderly population (65+ and over) was living below the poverty level in the City. Table 3-12 shows that median income of seniors is typically far lower than for other age groups.

Table 3-12: Median Household Income by Age Group, 2000

| | |
|--------------------------------------|-----------------|
| Total Median Household Income | \$76,579 |
| Householder under 25 years | \$51,278 |
| Householder 25 to 34 years | \$73,233 |
| Householder 35 to 44 years | \$88,467 |
| Householder 45 to 54 years | \$89,148 |
| Householder 55 to 64 years | \$75,738 |
| Householder 65 to 74 years | \$46,709 |
| Householder over 75 years | \$29,957 |

Source: U.S. Census 2000

In order to maintain satisfactory living conditions, the elderly often need access to housing that can suit them at all stages of their life. For some seniors, monthly costs for housing are low because they own their homes free and clear or have very low monthly payments. Still, some seniors must use home equity in some form to pay for day-to-day and medical expenses. Others have sold their homes and moved to smaller units. Not all senior households have this option, however. Some seniors do not own their own homes. Many seniors may have difficulty relocating or may wish to "age in place." Others may wish to remain near family members, friends and health care services. In 1990, Fremont had close to 4,524 elderly homeowners and 1,717 elderly renters. In 2000, that number increased to 6,844

owners and 1,850 renters. Table 3-13 breaks down tenure and age groups for the elderly population in Fremont from 1990 to 2000.

Table 3-13: Elderly Population by Tenure

| 1990 | | | |
|------------------------|---------------|----------------|--------------|
| Householder Age | Owners | Renters | Total |
| 65-74 years | 3,159 | 845 | 4,004 |
| 75 plus years | 1,365 | 872 | 2,237 |
| Total | 4,524 | 1,717 | 6,241 |

| 2000 | | | |
|------------------------|---------------|----------------|--------------|
| Householder Age | Owners | Renters | Total |
| 65-74 years | 4,353 | 828 | 5,181 |
| 75 plus years | 2,491 | 1,022 | 2,153 |
| Total | 6,844 | 1,850 | 7,694 |

Source: US Census, 1990, 2000

NOTE: This data is measuring the number of elderly PEOPLE, aged 65+ years as defined by the US Census as "elderly."

The following data displays the combination of elderly household income and tenure, showing that close to half of elderly household who owned their home and over 65 percent of elderly renter household fall within the low to extremely low income bracket.

Table 3-14: Elderly Households by Income and Tenure

| Income Level | Elderly Owner | Elderly Renter |
|---------------------|----------------------|-----------------------|
| ELI | 770 | 785 |
| VLI | 1,119 | 297 |
| LI | 1,333 | 184 |
| MI & AMI | 3,493 | 654 |
| Total | 6,715 | 1,920 |

Source: CHAS Data, Housing Problems 2000

NOTE: This data is measuring the number of elderly HOUSEHOLDS, aged 62+ years old.

The data suggest that Fremont should take a dual approach to senior housing. On the one hand, it will be important to continue to develop subsidized rental housing that will be accessible to elderly, low-income renters. Perhaps even more important, though, given the numbers, is to develop strategies to assist seniors to stay in their existing homes. In some cases, these strategies might involve financial assistance. In others, these strategies might entail programs such as in-home support services that enable seniors to remain in their homes, as well as design features that make it easier for seniors to stay in their homes. As Fremont's population ages, both of these strategies will grow in importance.

Fremont currently has 17 rental housing complexes offering independent and assisted living for very low to extremely low income senior citizens. Of these complexes, eight are open only to seniors and disabled individuals. These housing complexes are detailed in Section 3.6.7, At Risk Housing.

Fremont is nationally recognized for the variety and the scope of its support services for seniors. Programs offered by or funded by the City include transportation, in-home service coordination and health care and home-delivered meals, among many others. Maintaining

and strengthening these supportive programs will be an important component of Fremont's housing strategy for the senior population. Chapter 6 discusses the detailed programs being implemented to continue supportive programs for the elderly population in Fremont.

3.5.3 Disabled Households

Persons with disabilities often have difficulty finding affordable, adequate and supportive housing that can suit their distinct needs. This segment of the population, which includes those living with mental, physical, and developmental disabilities, needs to have access to affordable and adaptable housing types. The U.S. Census defines a disability as, "a long-lasting physical, mental, or emotional condition (that) can make it difficult for a person to do activities such as walking, climbing stairs, dressing, bathing, learning, or remembering. This condition can also impede a person from being able to go outside the home alone or to work at a job or business." In addition to specific physical housing needs, the majority of persons with disabilities live on an income that is significantly lower than the non-disabled population. Many of these individuals live on a fixed income, severely limiting their choice and ability to pay for housing.

In 2000, there were 46,404 persons classified as having a disability within the City, with approximately half males and half females.¹⁹ Table 3-15 depicts the distribution of persons with a U.S. Census defined disability by disability type.

Table 3-15: Persons with Disabilities by Disability Type, 2000

| | Number | Percent |
|--|---------------|--------------|
| Total Disabilities | 26,715 | 100.0 |
| Total Disabilities Ages 5-64 | 20,103 | 75.2 |
| Sensory Disability | 2,332 | |
| Physical Disability | 5,336 | |
| Mental Disability | 4,107 | |
| Self-Care Disability | 1,732 | |
| Go-outside-home disability | 7,784 | |
| Employment Disability | 12,111 | |
| Total Disabilities Ages 65 & Over | 6,612 | 24.8 |
| Sensory Disability | 2,098 | |
| Physical Disability | 4,484 | |
| Mental Disability | 1,663 | |
| Self-Care Disability | 1,391 | |
| Go-outside-home disability | 3,366 | |

Source: US Census, 2000 SF: P3, P4, H3, And H4

****Note:** Civilian, non-institutionalized persons only, disabilities and practical limitations include non-temporary physical and mental health conditions. Some persons reported more than one disability, **so these figures should not be aggregated.**

There are several different challenges associated with meeting the housing needs of those who are disabled. Specialized housing must respond to a myriad of different disabilities, recognizing the varying degrees of disability and the progressive stages of disabling illnesses. Housing for the disabled can range from institutional care facilities to facilities accommodating partial or full independence (i.e. group care homes, residential care facilities). Supportive services such as physical therapy and employment assistance may also need to be integrated on-site.

Disabled people with mobility limitations require housing that is physically accessible. Examples of such “universal design” provisions include widened doorways, hallways, ramps and modification to bathrooms and kitchens to accommodate specialized mobility needs. Developers are required by State law to offer such features to buyers of new homes, but there is currently no State requirement to include these features unless requested (and paid for) by the home purchaser.

The City has a number of housing projects that can accommodate a range of age groups and disability types. Currently the city has 20 housing complexes that offer assisted housing to disabled residents. Of these complexes, one is purely for elderly assisted living (Fremont Vista) and three are solely open to mentally or physically disabled adults (Lincoln Oaks, Pacific Grove and Redwood Lodge). Section 3.6.7 also lists existing housing complexes specifically available to disabled persons with very low to extremely low incomes. There are other housing units within the City that are available to the disabled population; Table 3-25 lists only complexes reserved for those with mobility limitations or other physical needs.

Housing for the disabled serves those with a variety of special needs. For example, Fremont has a sizeable deaf population, due in part to the presence of the California School for the Deaf. To meet the needs of this population, the city and a non-profit developer partnered to develop Fremont Oak Gardens, a 50-unit development specially designed for deaf seniors. Each housing unit has amenities for deaf individuals including visual cues (flashing strobe lights, video cameras), special telephone and internet wiring, and other features.

However, in addition to physical adaptability for a portion of the disabled population, other supportive services are a key component for helping those living with mental illness and other types of disabilities not recognized by the previous U.S. Census. The City recognizes this vast array of needs among the disabled population, and has developed an entirely new goal within this updated Housing Element to address supportive services, alongside the existing programs that fund affordable housing developments and housing unit rehabilitation or modification. The programs aimed at supporting the disabled population in their ability adapt housing and pay for housing is detailed in Chapter 6, Goals 5 and 7.

3.5.4 Single Parent Households

The percentage of families with two parents is declining, and a growing number of families are headed by a single parent. In particular, Government Code Section 65583(a) (7) requires an analysis of female-headed households within the City. The number of women rearing children alone in the America has more than doubled in the last two decades, making single mothers a significant population in the nation. Single parent households, in particular female-headed households, generally have lower-incomes and higher living expenses, often making the search for affordable and sufficient sized housing difficult.

The 2000 U.S. Census reported that Fremont had 9,243 families that were headed by a single person rather than a married couple. Of these families, more than half were female-headed households, however, it is also important to note that in 2000; more than half of these female-headed households did not contain children under the age of 18. As previously identified in section 3.1.1 the City of Fremont’s households are mainly composed of two-people households both with and without children under the age of 18. Interestingly enough,

the ACS for 2007 estimates that this population of female-headed households has not grown, but actually decreased in size, however, the total number of female-headed households with children under 18 is now more than half of that population. Essentially over the last decade, the total number of female-headed households has not increased, but the proportion of households with young children has increased within the City.

The following table depicts the most accurate single-parent population in Fremont.

Table 3-16: Single-Parent Households in Fremont, 2000

| Householder Type | Number | Percent |
|--|--------|---------|
| Total Households | 68,237 | -- |
| Total Female-Headed Households | 6,041 | 8.9 |
| Female Heads with Children under 18 | 2,875 | 4.2 |
| Female Heads without Children under 18 | 3,058 | 4.5 |
| Total Male-Headed Households | 3,202 | 4.2 |
| Male Heads with Children under 18 | 1,308 | 1.9 |
| Male Heads without Children under 18 | 1,886 | 2.8 |
| Total Family Households Under the Poverty Level | 1,895 | 2.8 |
| Total Female-Headed Households Under the Poverty Level | 630 | 0.9 |
| Total Male-Headed Households Under the Poverty Level | 201 | 0.3 |

Source: US Census, 2000

A comparison of household income data provides important information regarding single parent households, especially those headed by women. The median income for all married couples with children was approximately \$89,017 in 2000, while the median for female-headed households was \$50,550. In addition to lower incomes, single parent households are also more likely to require child care assistance, which reduces the income available for housing. The gap in income level makes it more difficult for the female-headed households to secure decent and affordable housing.

The City recognizes the need for assistance of those single-parent households struggling to afford housing in Fremont. Section 3.5.6 details some of the available facilities for female-headed households, especially those who have experienced any type of domestic violence. Additionally, the EveryOne Home Plan, although aimed at ending homelessness in Alameda County, also focuses on the needs of single mother who often time are in danger of becoming homeless due to the rising costs in not only housing, but child and health care. Chapter 6 also details the various supportive housing programs being implemented for the future planning period of this Element.

3.5.5 Large Family Households

“Large Households” contain five or more persons. In the 2000 U.S. Census, approximately 14.4 percent of all Fremont households met this definition. Because of high housing costs and competing expenses (for child care, food, health care, travel, etc.), large households may have difficulty finding suitable housing in a community.

Table 3-17: Number of Persons by Household Tenure

| | 1-4 Persons | | 5+ Persons | | TOTAL | |
|---------------|-------------|---------|------------|---------|--------|---------|
| | Number | Percent | Number | Percent | Number | Percent |
| Owner | 37,301 | 84.7 | 6,744 | 15.3 | 44,045 | 100 |
| Renter | 21,326 | 88.2 | 2,866 | 11.8 | 24,192 | 100 |
| TOTAL | 58,627 | 85.9 | 9,610 | 14.1 | 68,237 | 100 |

Source: US Census, 2000 (SF3:H17)

Fremont has historically contained larger household than the greater Alameda County as a whole. This may be due to a number of reasons; however, more recently, the phenomenon of multi-generational housing has created households with a larger number of members. Besides a set of parents and children, these families also extend their households to include grandparents and sometimes immediate relatives. Another household phenomenon taking place, especially in parts of the State with a higher cost of living, is the “boomerang” children or adult children who cannot afford to live alone in the Bay Area region and move back into their parents’ household. This could also be the cause of larger households in the City.

Table 3-18: Large Households by Income Level

| Income Level | 5+ Persons | | TOTAL |
|---------------------|------------|-------|-------|
| | Renter | Owner | |
| ELI | 345 | 103 | 448 |
| VLI | 434 | 220 | 654 |
| LI | 480 | 520 | 1,000 |
| MI & AMI | 1,505 | 5,895 | 7,400 |
| TOTAL | 2,764 | 6,738 | 9,502 |

Source: HUD CHAS Tables, 2000

The majority of large households, 78 percent, or 7,400 large family households, are earning a household income of moderate or above moderate levels. This is roughly 81 percent of the area median income.

The City does have an ample supply of units that are 3 bedrooms or larger. This, again, may be due to Fremont’s historic tendency to house larger families than the rest of the County. 41,813 housing units in the City do contain 3 or more bedrooms, making up 60.2 percent of the City’s housing stock that is available for larger families.

Table 3-19: Total Number of Units by Bedroom Size

| | |
|--------------|---------------|
| No bedroom | 3,215 |
| 1 bedroom | 9,939 |
| 2 bedrooms | 14,215 |
| 3 bedrooms | 23,366 |
| 4 bedrooms | 15,752 |
| 5 bedrooms | 2,695 |
| TOTAL | 69,452 |

Source: US Census, 2000 SF3:H41

The City does continue to push for larger households units, continually approving new projects with 3 or more bedroom floor plans. The City is encouraging and developing incentives to promote the development of larger sized affordable units. As of August 2003, the City has approved the following units with three (3) or more bedrooms as follows:

Rental Units:

9 – Extremely low income

51 – Very low income

56 – Low income

Ownership Units:

116 – Moderate income in below market rate units.

Unfortunately, according to an analysis of affordable housing tax credits, developers are incentivized to construct a greater number of smaller units, i.e. they will have a better chance of qualifying for the credits if they build more units rather than fewer, larger units.

3.5.6 Homeless Households

Housing for the homeless is a significant social concern in California, including Fremont and Alameda County. The state has one of the largest populations of homeless in the nation, where almost one in every 100 Californians is affected by homelessness. According to the Alameda County-wide Homeless Continuum of Care Council, as many as 16,000 people are homeless during the course of a year, and more than 1,900 are homeless on any given night in the South and East County areas. Fremont falls within this portion of Alameda County, which also includes the cities of Dublin, Livermore, Pleasanton, Newark and Union City. The sizable homeless population is attributed to various factors ranging from decreasing federal housing funds and increasing housing cost, to social issues surrounding mental illness, substance abuse and domestic violence. “Homelessness is a symptom of a wide range of challenges and characteristics in people who happen to share the problem of lacking a permanent residence.”²⁰ In the urbanized areas of Alameda County (i.e. Oakland, Berkeley), the population of homeless is mainly comprised of adults with no children. However, in Fremont, the homeless population is quite different, where homeless residents are often families with children under the age of 18.

As in other Bay Area communities, Fremont has seen a significant increase in the homeless population over recent years. Table 3-20 provides data on the homeless population for the “South and East Alameda County” subarea (which includes Fremont) and for the county as a whole. The South and East areas have a relatively high number amount of homeless families, females, and the youngest average age of homeless people in the entire County.

The most comprehensive document highlighting the homeless population’s needs in Alameda County is the EveryOne Home Plan, a collaborative countywide effort to prevent and end the cycle of homelessness. EveryOne Home is a multi-jurisdictional comprehensive plan that “coordinates three systems of services—housing, mental health and HIV/AIDS—in recognition of the importance of systems integration in ending homelessness.”²¹ The City

of Fremont is a member of the EveryOne Home collaborative initiative and adopted the Plan in January 2007. This Plan establishes five major goals, one of which is to, “increase the housing opportunities for the plan’s target populations,” including the homeless, mentally disabled and those living with HIV/AIDS. By adopting the Plan, Fremont has pledged to end the cycle of homelessness by providing and continually adding the needed services, housing and other assistance that are in accordance with this county-wide plan.

The City has worked to increase opportunities for the homeless families and individuals for housing. Chapter Four of the element examines the City’s existing housing stock and housing assistance programs and services for homeless and transitional families or individuals in Fremont.

Table 3-20: Homeless Population of South and East Alameda County

| Demographics | South & East County | Alameda County |
|--------------------------------|---------------------|----------------|
| Household Composition | | |
| Adults- Single | 262 | 2,975 |
| Adults- Person in couples | 71 | 549 |
| Adults- Accompanied by child | 334 | 936 |
| Children with surveyed adult | 592 | 1,755 |
| TOTAL | 1,260 | 6,215 |
| Gender | | |
| Male | 30% | 53% |
| Female | 71% | 47% |
| Age | | |
| Under 22 | 5% | 3% |
| 22-24 | 1% | 3% |
| 25-34 | 23% | 15% |
| 35-44 | 52% | 36% |
| 45-54 | 11% | 29% |
| 55-64 | 1% | 9% |
| 65 and up | 4% | 6% |
| Average Age | 40 | 43 |
| Race/Ethnicity | | |
| American Indian/Alaskan Native | 9% | 5% |
| Asian | 8% | 3% |
| Black/African-American | 20% | 54% |
| Hispanic | 32% | 15% |
| White | 26% | 20% |
| Other | 5% | 2% |

Source: Alameda County: EveryOne Home Plan 2007

The City has implemented a number of programs to aid the homeless population, including

social, medical and housing services. Table 3.21 summarizes housing resources for homeless residents in Fremont.

Several emergency shelters have been developed to help meet the needs of Fremont's homeless population. Emergency shelters and temporary housing units are allowed (by conditional use permit) in all residential, general industrial, neighborhood commercial, community commercial and thoroughfare commercial zones. The city also allows transitional housing for persons at risk of homelessness, or who are transitioning from homelessness to a permanent living situation, in these zones. Transitional housing resembles conventional apartments in appearance, but usually contains on-site social services, job counseling, and other resources designed to assist residents in obtaining and keeping permanent housing. The table below identifies housing developments that offer shelter for families and individuals in transition with an asterisk (*).

According to recent state legislative amendments, SB 2 (Chapter 633) requires every California city and county to engage in a more detailed analysis of emergency shelters and transitional and supportive housing in their next Housing Element revision. The bill specifically requires that emergency housing facilities be allowed by right (i.e., without a use permit) somewhere in the jurisdiction in each community's zoning ordinance. In Fremont, the I-L, or Light-Industrial Zone, allows these facilities by right. The legislative amendments made by the City of Fremont to abide by the SB2 are discussed in greater detail in Chapter 4.

Table 3.21: Existing Fremont Homeless Housing Assistance Resources

| Program Name | Description |
|---|---|
| <i>Alameda County EveryOne HOME Consortium Plan</i> | Countywide plan to stabilize housing and prevent homelessness for the long-term. Program is aimed at homeless families and individuals with debilitating health conditions including serious mental illness, HIV/AIDS and other chronic conditions. The City of Fremont has adopted the EveryOne HOME plan, which allows the city to spend 15 percent of the federal resources specifically on development or rehabilitation of affordable housing. |
| <i>Abode Services Sunrise Village*</i> | Emergency shelter and support center for homeless families and individuals. Fremont partially funds this facility that is 17,500 sq. ft and can house up to 66 people for up to 3 months at a time. |
| <i>Safe Alternatives to Violent Environments (SAVE)*</i> | Shelter for victims of domestic violence in Fremont. The City provided CDBG monies to help finance this 22 person facility for women and children. |
| <i>ECHO Rental Assistance Program</i> | Assists renters by providing a loan guarantee for delinquent rent or security deposits. |
| <i>Project Independence Tenant Based Rental Assistance</i> | Assists young adults emancipating from foster care by providing housing and skill development. The City provides rental subsidies for these youth. |
| <i>Eden I & R, 211 Hotline</i> | Fremont funded Eden I & R, a 24 hour 211 hotline to assist families, singles, disabled and homeless locate affordable housing |
| <i>Homeless Outreach for People Empowerment Project (HOPE)</i> | Fremont is the fiscal agent for this federally-funded, mobile van that provides multi-disciplinary services to the homeless in South and East County. |
| <i>Housing Scholarship Program</i> | Fremont provides rent reduction to scholarship households while in training and working toward self-sufficiency. This program often helps young adults on the verge of becoming homeless, who are often times trying to balance a job, school and sometimes children. |

Bridgeway Apartments*

These **26** apartments target low-income families and individuals and people with special needs who require consistent access to social services to live independently. This group includes the elderly, the disabled, the homeless, those in transition, disadvantaged youth, battered women, the mentally ill and those suffering from HIV/AIDS or recovering from substance abuse problems.

Winter Relief*

Homeless families are sheltered in the fellowship halls of local faith communities for one month at a time and meals, classes and other program functions take place all winter at Centerville Presbyterian Church. These facilities can house up to **40** people for 21 consecutive nights.

Source: City of Fremont: Human Services, OHR, Planning

(*) programs noted with an asterisk serve both the homeless and those in need of transitional housing.

3.5.7 Extremely Low Income Households

Extremely low-income (ELI) is defined as households with income less than 30 percent of area median income. HUD estimated the area median income in the Oakland – Fremont HUD Metropolitan area in 2008 to be \$86,100. ELI households were therefore those with an income under \$18,100 for a single-person household or \$25,850 for a four-person household.

ELI households are the most vulnerable to adverse circumstances of all income levels. These households generally are headed by low-wage service workers or by individuals receiving public assistance such as Social Security Insurance (SSI) or disability insurance. The following are examples of occupations with 2008 wages that could qualify as extremely low income households.

Table 3-22: Possible Occupations for Extremely Low Income Households

| Occupation Title | Median Hourly Wage | Mean Annual Salary |
|--------------------------------|--------------------|--------------------|
| Waiter & Waitress | \$8.68 | \$19,940 |
| Dishwashers | \$8.81 | \$19,080 |
| Cleaners: Vehicle & Equipment | \$9.14 | \$21,945 |
| Service Station Attendant | \$9.76 | \$22,812 |
| Manicurists & Pedicurists | \$10.79 | \$22,297 |
| Laundry & Dry Cleaning Workers | \$10.91 | \$22,690 |

Source: Employment Development Department: OES Employment and Wages by Occupation, Alameda County

In 2000, there were approximately 4,576 ELI households in Fremont, which represents approximately 7 percent of the total number of households city-wide. The majority of ELI households rented, but a significant minority owned their own homes. However, both groups struggled with the problem of overpayment. The following table describes the monetary characteristics of these households:

Table 3-23: Housing Needs for Extremely Low Income Households

| | Renters | Owners | TOTAL |
|---|----------------|---------------|--------------|
| Total Number of ELI Households | 2,880 | 1,696 | 4,576 |
| Percent with Any Housing Problem | 83.7 | 74.5 | 80.3 |
| Percent with Cost Burden (30% of income) | 78 | 73.6 | 76.3 |
| Percent with Severe Cost Burden (50% of income) | 66.1 | 63.3 | 65.1 |
| Total Number of Households | 24,163 | 44,025 | 68,188 |

Source: HUD CHAS tables, 2000

In order to calculate the future needs of the ELI population in Fremont, the City analyzed the previous ELI population's numbers from the U.S. Census 2000 and used this to project the future size of the ELI population in Fremont during the next planning period. Fremont is expected to need 1,348 households in the VLI category. Since 52 percent of the VLI category was ELI according to the 2000 Census, the City assumed 52 percent of the 2007-2014 RHNA VLI assignment would be needed to house ELI households. Using this analysis, 700 units would be needed to house ELI households and 648 units would be needed for the VLI category.

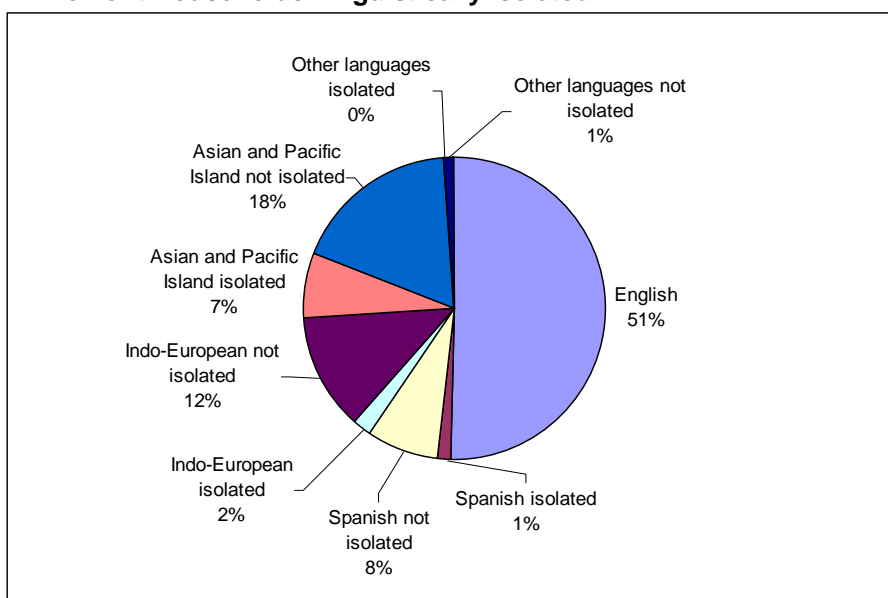
Because ELI households have special needs, the City has taken steps to promote the development of housing types that might serve ELI residents. Chapter 4, the sites inventory section, discusses the steps the City has taken to encourage the development of single-room occupancy (SRO) units by adjusting a number of its zoning provisions through an ordinance passed in May 2003. The City has also streamlined the process to build second units in conjunction with the existing single family homes.

For the 2007-2014 planning period, the City has added a new goal to the Housing Element (Goal 6) to focus on supportive services. These services can range from on-site child care to job-skills training to counseling. By encouraging the provision of supportive services in conjunction with the development of affordable housing, especially ELI housing, the hope is to assist residents so that they remain housed. In addition, Action 3.01 C in Chapter 6 calls for the City to evaluate a target percentage of affordable housing funds to support ELI households.

3.5.8 Linguistically Isolated Households

The U.S. Census defines a linguistically isolated household as one that does not contain any person over 14 years who can speak English "very well."²² Figure 3-11 shows that 10 percent of Fremont's households were linguistically isolated in 2000, which is relatively high even in a state as diverse as California. The U.S. Census noted that the "western states had the greatest number and proportion of non-English-language speakers."²³

Figure 3-11: Fremont Households Linguistically Isolated



Source: U.S. Census 2000

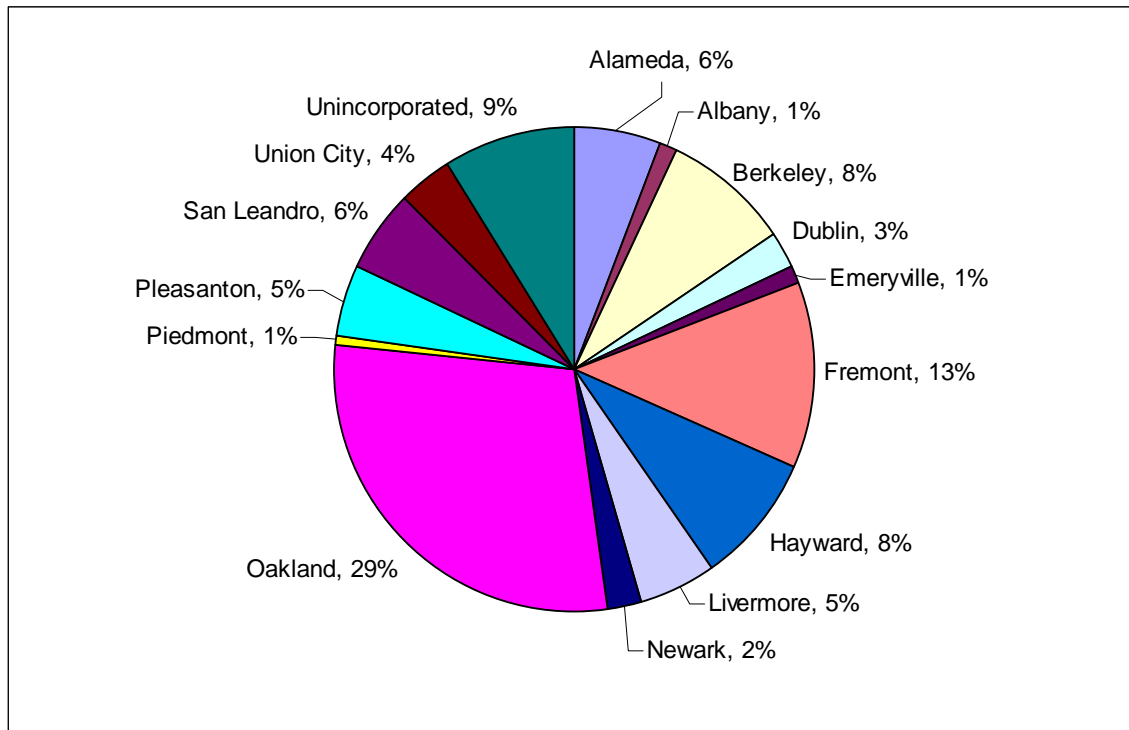
The U.S. Census Bureau identifies linguistically isolated households because the “ability to speak English plays a large role in how well people can perform daily activities,” which could include the need to communicate with government and service providers about housing needs.²⁴ A linguistically isolated household is typically not familiar with the traditional channels to obtain housing assistance, is unable to comprehend literature providing directions on how to get assistance or ask for help, and may have cultural barriers that preclude seeking help. These households also may include undocumented residents and may be wary of communicating with service providers.

Instead these households must utilize non-traditional channels to acquire housing information, such as the religious community, non-profit organizations and immigrant service organizations. Sustaining connections to linguistically isolated households through these organizations is crucial, especially for a diverse community like Fremont.

3. 6 FREMONT’S HOUSING STOCK

In addition to population demographics and household income, an evaluation of household characteristics is necessary when assessing Fremont’s housing needs. The following sections of this report examine the physical and financial characteristics of Fremont’s homes. According to the U.S. Census Bureau, “a household includes all the people who occupy a housing unit as their usual place of residence.” In 2007, the City had the second highest number of households in Alameda County (see Figure 3-12).²⁵ About one in seven Alameda County households is in Fremont.

Figure 3-12: Share of Households in Alameda County Jurisdictions, 2007

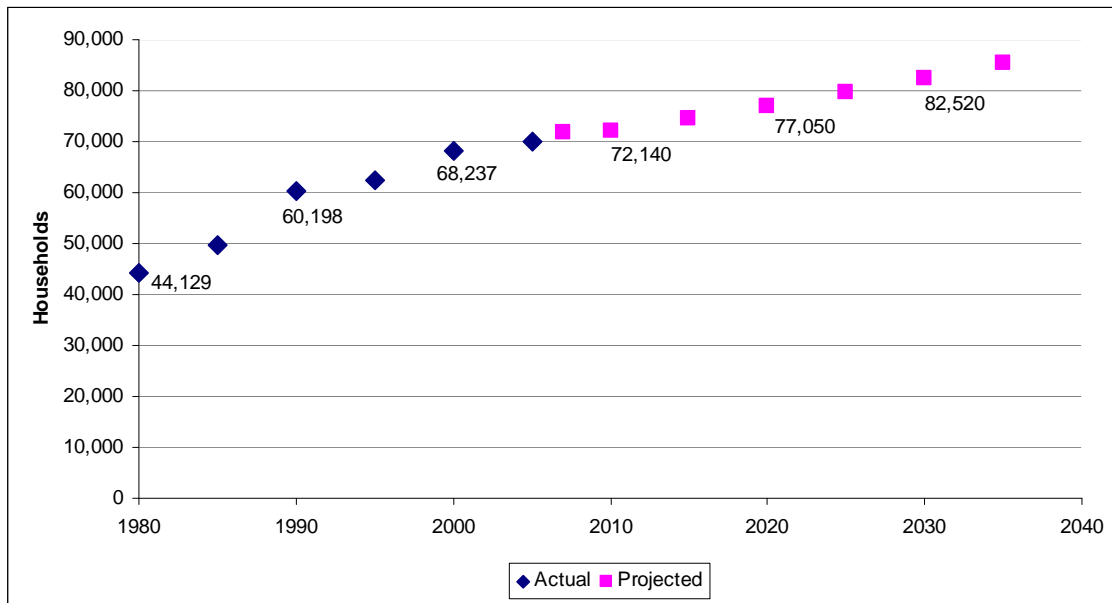


Source: California Department of Finance, 2007

3.6.1 Current & Projected Households

As of January 2005 there were 70,130 households in Fremont.²⁶ ABAG estimates that by the year 2030, the number will increase to 82,520, or an approximate 13 percent increase. Figure 3.15 illustrates the actual and projected number of households in the City from 1990 to 2035. By the year 2030, Fremont will continue to hold approximately 12-13 percent of the households in Alameda County.

Figure 3-13: Fremont Total Households Actual versus Projected, 1990-2035



Source: California Department of Finance, 2007 & U.S. Census, 2000, 1990

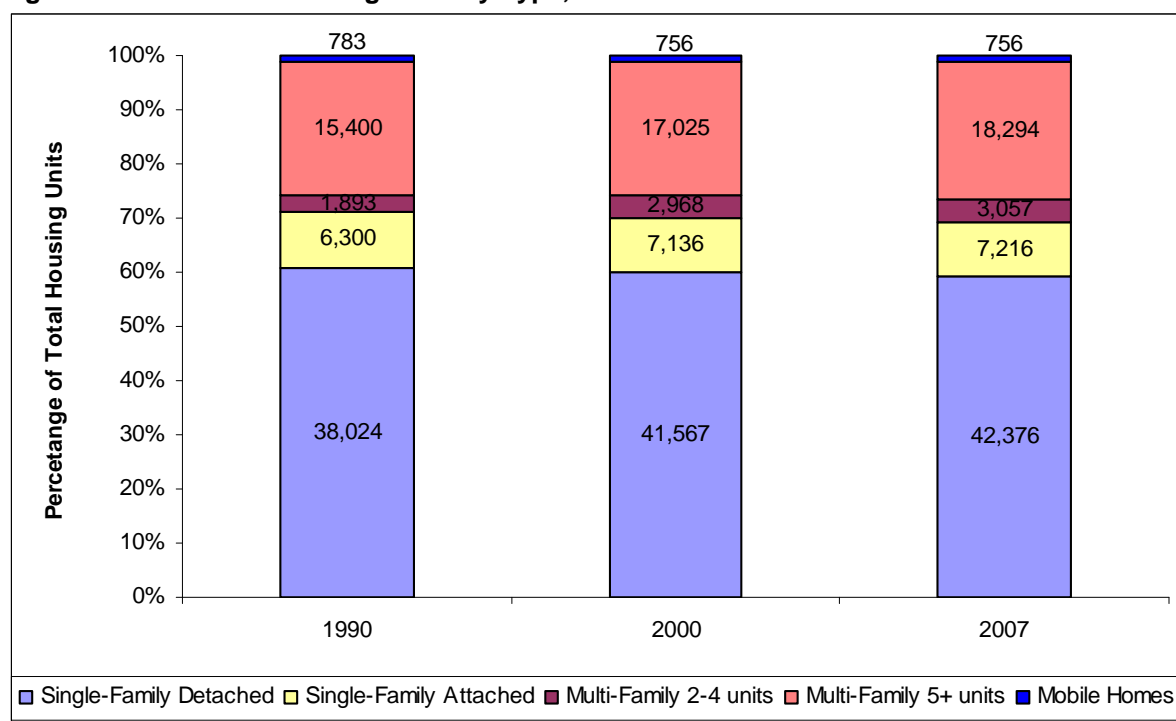
3.6.2 Housing Units by Type

Fremont's housing stock was primarily built in the decades after World War II and is suburban in character. Although the total number of housing units has steadily increased over the past 20 years, the distribution of housing by type has remaining relatively constant. Figure 3-13 depicts the distribution of housing stock by type and number of units between 1990 and 2007. Table 3-18 provides the same data in tabular form.

In January 2007, there were an estimated 71,699 housing units in Fremont, the majority of which were single-family detached homes. Single-family units (detached and attached) accounted for roughly 70 percent of the new units added between 1990 and 2007, with detached units being the majority.

The percentage of multi-family units relative to the total has slightly increased over the last 17 years, in part because of increased land value and the diminishing supply of large land tracts. The trend towards multi-family units is likely to continue in the future as land becomes scarcer.

Figure 3-14: Fremont Housing Units by Type, 1990-2007



Source: California Department of Finance 1990-2007, U.S. Census 2000

Table 3-25: Housing Stock by Type Comparison from 1990-2007

| Housing Stock Type | | 1990 | | 2000 | | 2007 | |
|------------------------|-----|---------------|-----|---------------|-----|---------------|-----|
| Single-Family Detached | | 38,024 | 61% | 41,567 | 60% | 42,376 | 59% |
| Single-Family Attached | | 6,300 | 10% | 7,136 | 10% | 7,216 | 10% |
| Multi-Family units | 2-4 | 1,893 | 3% | 2,968 | 4% | 3,057 | 4% |
| Multi-Family units | 5+ | 15,400 | 25% | 17,025 | 25% | 18,294 | 26% |
| Mobile Homes | | 783 | 1% | 756 | 1% | 756 | 1% |
| Total | | 62,400 | | 69,452 | | 71,699 | |

Source: California Department of Finance 1990-2007, U.S. Census 2000

3.6.3 Vacancy Rates

The vacancy rate in a community indicates the percentage of units that are vacant and for sale or for rent at a given point in time. Vacancy is defined by the U.S. Census Bureau as, “unoccupied housing units whose status is determined by the terms under which the unit may be occupied, e.g., for rent, for sale or for seasonal use only.”

The 2000 U.S. Census indicated that in 2000, the City of Fremont’s vacancy rate was 0.6 percent for owner-occupied units and 1.7 percent for rental units. These are very low rates,

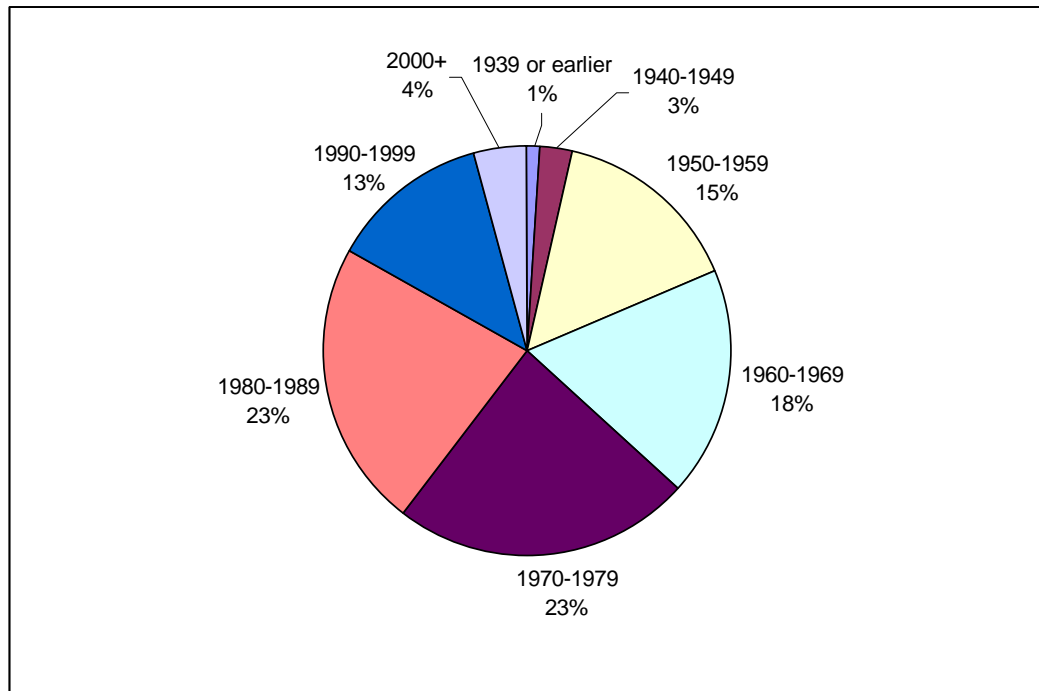
even by Bay Area standards. In December 2002, the rental vacancy rate jumped to 5.2 percent²⁷ due to the downturn in the tech economy and a softening of market demand. More recently, the vacancy rate for the City in 2007 averaged 3.2 percent for all types of housing units.²⁸ Fremont's vacancy rates were slightly lower than Alameda County's, which had an average vacancy rate of 3.8 percent.²⁹ The lower vacancy rates in Fremont are indications of the desirability of the city, its location relative to jobs, the quality of its housing stock, and the resilience of market demand.

3.6.4 Age of Housing

According to the 2006 American Community Survey, administered by the U.S. Census Bureau, approximately 60 percent of Fremont's housing stock is 30 years or older. Figure 3-15 depicts the approximate year built for all housing units citywide.

The data reflects historical development patterns, with relatively few homes built before 1950 and similar proportions of housing built during the 1950s, 1960s, 1970s, and 1980s. As the post-war housing stock approaches 60 years in age, there will be a growing need for programs that assist residents with the maintenance of their homes.

Figure 3-15: Fremont Housing Stock by Year Built



Source: California Department of Finance 1990-2007, U.S. Census 2000

3.6.5 Housing Conditions

Approximately 60 percent (42,487 units) of Fremont's housing stock is approaching 30 years of age or older. Many limited income homeowners may not have the funds to keep their aging homes and properties in good condition. The City has developed a number of programs to meet this need. For example, the Minor Home Repair Program and

Neighborhood Home Improvement Program both offer financial and technical assistance for home maintenance and repair.

The aging condition of rental apartments is another area of concern. Unkempt rental apartments may detract from the quality of life for their residents, while also bringing down community aesthetics and standards. The City offers a variety of programs aimed at keeping apartment houses in good repair, including apartment rehabilitation programs and an apartment manager certification training program.

In 2008, the City conducted a windshield survey of housing conditions in the three Redevelopment Project areas of Irvington, Niles, and Centerville. The survey identified units that were substandard and in need of rehabilitation. These areas contain some of the oldest housing stock in Fremont, and were more likely to contain housing in fair or poor condition than the community at large. Much of the construction in these areas pre-dates the post-war development boom and consists of small wood-frame bungalows and older apartments. Table 3-24 depicts current housing conditions in these redevelopment neighborhoods.

TABLE 3-24: Summary of Building Conditions in Fremont Redevelopment Areas

| Niles | | | | Irvington | | | Centerville | | |
|---|---------------|-----------------------|---------------------|---------------|-----------------------|---------------------|---------------|-----------------------|---------------------|
| Number of Residential Parcels Surveyed | 180 | | | 432 | | | 124 | | |
| Number of Residential Buildings Surveyed | 203 | | | 469 | | | 182 | | |
| Building Conditions Observed: | Number | % of Buildings | % of Parcels | Number | % of Buildings | % of Parcels | Number | % of Buildings | % of Parcels |
| Dilapidated Structure | 15 | 7 | 8 | 15 | 3 | 3 | 21 | 12 | 17 |
| Brick/Missing/Cracked Foundation | 12 | 6 | 7 | 10 | 2 | 2 | 6 | 3 | 5 |
| Alignment Problems/Subsidence | 18 | 9 | 10 | 26 | 6 | 6 | 22 | 12 | 18 |
| Fire Damage | 2 | 1 | 1 | 0 | 0 | 0 | 0 | 0 | 0 |
| Dry Rot/Termite Damage | 61 | 30 | 34 | 132 | 28 | 31 | 99 | 54 | 80 |
| Informal/Substandard Construction | 7 | 3 | 4 | 16 | 3 | 4 | 19 | 10 | 15 |
| Sagging Roof | 42 | 21 | 23 | 46 | 10 | 11 | 23 | 13 | 19 |
| Missing/Inadequate/Deteriorated Roofing/Eaves/Chimney | 64 | 32 | 36 | 149 | 32 | 34 | 71 | 39 | 57 |
| Missing/Rusted Gutters or Downspouts | 26 | 13 | 14 | 87 | 19 | 20 | 55 | 30 | 44 |
| Peeling Paint | 113 | 56 | 63 | 217 | 46 | 50 | 111 | 61 | 90 |
| Deteriorated/Cracked/Poorly Repaired Walls/Floor | 56 | 28 | 31 | 81 | 17 | 19 | 69 | 38 | 56 |
| Mold/Mildew/Water Damage/Sagging Walls/Floor | 73 | 36 | 41 | 116 | 25 | 27 | 40 | 22 | 32 |
| Broken Window Panes/Boarded up Windows | 11 | 5 | 6 | 10 | 2 | 2 | 15 | 8 | 12 |
| Deteriorated/Older Windows | 72 | 35 | 40 | 175 | 37 | 41 | 98 | 54 | 79 |
| Deteriorated Shutters/Doors/Garage | 17 | 8 | 9 | 62 | 13 | 14 | 53 | 29 | 43 |
| Faulty Wiring | 42 | 21 | 23 | 18 | 4 | 4 | 13 | 7 | 10 |
| External Plumbing/Piping | 4 | 2 | 2 | 4 | 1 | 1 | 10 | 5 | 8 |
| Deteriorated Fencing/Driveway | 41 | 20 | 23 | 110 | 23 | 25 | 84 | 46 | 68 |
| Extensive Deferred Maintenance | 18 | 9 | 10 | 64 | 14 | 15 | 52 | 29 | 42 |
| Substandard, defective or obsolete design | 5 | 2 | 3 | 10 | 2 | 2 | 7 | 4 | 6 |

Source: Seifel Consulting Inc., 2008

In all three neighborhoods, “Peeling Paint” was the most common poor building condition observed. However, in the Niles Redevelopment Area, the second most observed building

condition was “Mold/Mildew/Water Damage/Sagging Walls/Floor.” In the Irvington and Centerville Redevelopment Areas the second most observed building condition in need of repair was “Deteriorated or Older Windows.” The Centerville Redevelopment Area also had the highest occurrence of houses with “Dry Rot/Termite Damage.”

3.6.6 Affordable Housing

As noted earlier in this report (see “Overpayment”), housing is generally defined as affordable when it requires less than 30 percent of a household’s annual income. Families that must pay more than that threshold may have difficulty affording other necessities such as food, clothing, transportation and medical care. The U.S. Department of Housing and Urban Development estimates that “12 million renter and homeowner households now pay more than 50 percent of their annual incomes for housing, and a family with one full-time worker earning the minimum wage cannot afford the local fair-market rent for a two-bedroom apartment anywhere in the United States.”

To ensure the availability of affordable housing for all income levels, federal, state, county, and local agencies mandate programs to encourage affordable housing development. Jurisdictions receiving federal housing funds are required to prepare a “Consolidated Plan” which consolidates the planning and application aspects of multiple federal programs into a single submission. These programs include Community Development Block Grants (CDBG), HOME Investment Partnership (HOME), Housing Opportunities for People with AIDS (HOPWA), and the Emergency Shelter Grant (ESG).³⁰ The Consolidated Plan is a 5-year strategic plan that assesses and prioritizes housing needs for the area and requests funding for certain citywide housing programs. The City of Fremont’s Consolidated Plan for 2005-2010 identifies the city’s priority affordable housing needs and documents the City’s housing program accomplishments.

At the county level, the Alameda County Housing and Community Development Department (ACHCD) is the lead agency for the Alameda County HOME Consortium. ACHCD combines the consolidated housing needs plans and programs for all cities within the county and utilizes this information to allocate federal and state monies for existing and future affordable housing programs.

The City’s Redevelopment Agency plays the lead role in promoting development and retention of affordable housing in Fremont. Twenty percent of all tax increment revenue generated in the City’s Redevelopment area is dedicated to affordable housing. The Agency has used a significant portion of these revenues to assist non-profit developers building affordable housing. Agency investment and collaboration with regional agencies has resulted in 1,358 units affordable to low-income and very-low income individuals and families in Fremont (see Table 3-19). Another important tool to produce affordable housing is the City’s Inclusionary Housing Ordinance, which requires new housing developments to set aside 15 percent of their units as affordable. In practice, the ordinance has resulted in production of for-sale units affordable to moderate-income individuals and families. As an implementation program of the Housing Element update, the City is considering amendments to the ordinance to allow developers to pay an “in-lieu” fee that could be used for production of rental units affordable to low and very low income residents, as well as supportive services—however, the feasibility of such a change has been called into question because of a recent court decision. Transitional and emergency housing programs form a

separate category and are discussed in detail in Chapter 4. The City also provides many housing assistance programs for low-income, elderly and disabled individuals, which are described in Chapter 6. Figure 3-16 depicts the location and quantity of affordable units within the City of Fremont.

General Plan 2030

Affordable Housing Developments

Legend

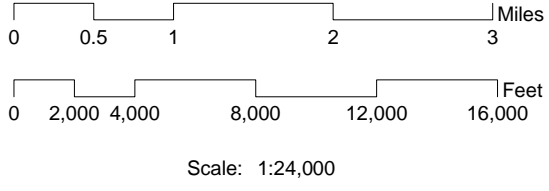
Planning Areas

Affordbale Rental Developments

City Boundary

| OBJ | DEVELOPMEN | ADDRESS | UNITS_R |
|-----|--------------------------|--------------------------|---------|
| 1 | Amber Court | 34050 Westchester Ter | 34 |
| 2 | Archstone Fremont Center | 39410 Civic Center Dr | 65 |
| 3 | Avelina | 221 Bryant Cmn | 40 |
| 4 | Baywood | 4275 Bay St | 66 |
| 5 | Boulevard | 40001 Fremont Blvd | 35 |
| 6 | Century Village | 41299 Paseo Padre Pkwy | 75 |
| 7 | Durham Greens | 43555 Grimmer Blvd | 64 |
| 8 | Fremont Oak Gardens | 2681 Driscoll Rd | 50 |
| 9 | Fremont Vista | 35490 Mission Blvd | 20 |
| 10 | Glen Haven | 4262 Central Ave | 57 |
| 11 | Glen View | 4400 Central Ave | 70 |
| 12 | Irvington Terrace | 4109 Broadmoor Cmn | 99 |
| 13 | Lincoln Oaks | 40852 Lincoln St | 11 |
| 14 | Maple Square | 4163 Baine Ave | 132 |
| 15 | Oroysom Village | 43280 Bryant Ter | 60 |
| 16 | Pacific Grove | 41247 Roberts Ave | 20 |
| 17 | Parkvista | 1301 Stevenson Blvd | 59 |
| 18 | Pasatiempo | 39548 Fremont Blvd | 59 |
| 19 | Pickering Place | 20-37 West Pickering Ave | 42 |
| 20 | Rancho Luna | 3939 Monroe Ave | 26 |
| 21 | Rancho Sol | 3599 Pennsylvania Ave | 12 |
| 22 | Redwood Lodge | 40767 Fremont Blvd | 24 |
| 23 | Bridgeway | 4145 Bay St | 26 |
| 24 | Sequoia Manor | 40789 Fremont Blvd | 80 |
| 25 | Sundale Arms | 39150 Sundale Dr | 132 |

Source: City of Fremont



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3.6.7 At-Risk Housing

State law requires that all Housing Elements include information regarding the expiration of subsidies for apartment complexes that serve low-income or special needs populations. The specific concern is that many affordable housing developments are “at risk” of reverting to market rate rents as government financing and associated occupancy restrictions expire. Low income occupants of such units could be displaced, with few options for finding alternative housing.

Table 3-25 indicates all affordable rental housing developments in Fremont, highlighting in red those that converted to market rate housing units over the span of the previous Housing Element. Those that are in danger of converting to market-rates in the next five to ten year period are italicized. The others are considered low-risk of conversion because of their long-term affordability contracts.

Table 3-25: Affordable and At-Risk Rental Housing Units

| Name | # of Units | Very Low | Low | Mod | Expiration Date | City Funding | Eligible Applicants |
|--|------------|----------|-----|-----|-----------------|--------------|------------------------------|
| Amber Court <i>34050 Westchester Terrace</i> | 34 | (17 | 17 | 0) | 2020 | Y | Families, Seniors, Disabled |
| Archstone Fremont Center <i>39410 Civic Center Drive</i> | 65 | (0 | 65 | 0) | 2030 | N | Families, Seniors, Disabled |
| Baywood Boulevard Apartments <i>4275 Bay Street</i> | 66 | (40 | 26 | 0) | 2089 | Y | Seniors, Disabled |
| Bridgeway <i>40001 Fremont Boulevard</i> | 35 | (35 | 0 | 0) | 2010 | Y | Families, Seniors, Disabled |
| Bridgeway <i>4145 Bay Street</i> | 8 | (5 | 3 | 0) | 2097 | Y | Families |
| Century Village <i>41299 Paseo Padre Parkway</i> | 75 | (38 | 37 | 0) | 2093 | Y | Families, Seniors, Disabled |
| Crossroads Village <i>39438 Stratton Common</i> | 60 | -- | -- | -- | Expired | -- | Families, Seniors, Disabled |
| Durham Greens <i>43555 Grimmer Boulevard</i> | 64 | (32 | 32 | 0) | 2010 | Y | Families, Seniors, Disabled |
| Fremont Oak Gardens <i>2681 Driscoll Road</i> | 50 | (24 | 0 | 26) | 2055 | Y | Seniors (55 years and older) |
| Fremont Vista <i>35490 Mission Boulevard</i> | 20 | (4 | 16 | 0) | 2058 | Y | Assisted Living for Seniors |
| Glen Haven <i>4262 Central Avenue</i> | 57 | (9 | 48 | 0) | 2057 | Y | Families |
| Glen View <i>4400 Central Avenue</i> | 70 | (3 | 32 | 35) | 2060 | Y | Families |
| Good Shepard* <i>1335 Mowry Avenue</i> | 32 | -- | -- | -- | Expired | -- | Seniors, Disabled |
| Heritage Village <i>38050 Fremont Boulevard</i> | 39 | -- | -- | -- | Expired | -- | Families, Seniors, Disabled |
| Irvington Terrace <i>4109 Broadmoor Common</i> | 100 | (100 | 0 | 0) | 2104 | Y | Families, Seniors, Disabled |

| | | | | | | | |
|--|--------------|------|----|-----|---------|----|---------------------------------|
| Lincoln Oaks 40852 Lincoln Street | 11 | (11 | 0 | 0) | 2102 | Y | Developmentally Disabled Adults |
| Maple Square 4163 Baine Avenue | 132 | (60 | 70 | 2) | 2102 | Y | Families |
| Mission Wells 39115 Guardino | 45 | -- | -- | -- | Expired | -- | Families, Seniors, Disabled |
| Oroysom Village 43280 Bryant Terrace | 60 | (30 | 30 | 0) | 2097 | Y | Families, Disabled |
| Oroysom: Avelina 221 Bryant Common | 40 | (40 | 0 | 0) | 2097 | Y | Seniors, Disabled |
| Pacific Grove 41247 Roberts Avenue | 20 | (9 | 11 | 0) | 2097 | Y | Mentally Disabled |
| Parkside Place 3969 Milton Terrace | 16 | -- | -- | -- | Expired | -- | Families, Seniors, Disabled |
| ParkVista 1301 Stevenson Boulevard | 59 | (59 | 0 | 0) | 2095 | Y | Families, Seniors, Disabled |
| Pasatiempo* 39548 Fremont Boulevard | 59 | (0 | 59 | 0) | 2011 | N | Seniors, Disabled |
| Pickering Place 20-37 Pickering Avenue | 42 | (2 | 19 | 21) | 2094 | Y | Families, Seniors, Disabled |
| Rancho Luna[†] 3939 Monroe Avenue | 26 | (0 | 26 | 0) | 2020 | Y | Seniors, Disabled |
| Rancho Sol* 3599 Pennsylvania Avenue | 12 | (0 | 12 | 0) | 2020 | Y | Seniors, Disabled |
| Redwood Lodge 40767 Fremont Boulevard | 24 | (24 | 0 | 0) | 2087 | Y | Disabled |
| Regency Square 4917 Central Avenue | 27 | -- | -- | -- | Expired | Y | Families, Seniors, Disabled |
| Rotary Bridgeway 4145 Bay Street | 18 | (8 | 0 | 10) | 2059 | Y | |
| Sequoia Manor 40789 Fremont Boulevard | 80 | (80 | 0 | 0) | 2087 | Y | Seniors, Disabled |
| Sundale Arms 39150 Sundale Drive | 132 | (132 | 0 | 0) | 2028 | N | Families, Seniors, Disabled |
| Woodcreek 40914 Ingersoll | 60 | -- | -- | -- | Expired | -- | Families, Seniors, Disabled |
| Total | 1,358 | | | | | | |

Source: City of Fremont, OHR Directory of Assisted Housing

[†] Contract to maintain affordability renewed twice in last five years

* Contract to maintain affordability renewed once in last five years

The City of Fremont's Office of Housing and Redevelopment (OHR) has worked to preserve the affordability of units in these complexes. Fremont's Affordable Housing Preservation Strategy allows the OHR to work with apartment managers and owners to implement the following five step strategy:

1. Early and proper notification of affected residents and government agencies
2. Early discussions with apartment managers and owners to discuss potential options and incentives for renewal of affordability restrictions
3. Working with owners and affordable housing developers who might be interested in acquiring the project
4. Serving as a resource and catalyst to seek out resources, including local, state and federal financial assistance programs.

5. In the event that protection is infeasible; working with property owners to ensure impacted tenants receive proper notification and are provided with resources for assistance.

During the previous Housing Element time period, the City was successful in preserving 163 affordable units versus the 279 affordable units that converted back to market rates.³¹ Conversion of these units occurred for a variety of reasons. For some property owners, their government rental subsidies expired and owners could not continue to financially provide the affordable units. Others felt that due to the strength of the rental market, the financial benefits of conversion were too attractive to forego.

A number of the complexes above (Boulevard Apartments, Durham Greens, and Pasatiempo, a total of 158 units) are considered to be at risk of conversion prior to 2014, because they are approaching their affordability contract expiration dates as follows:³²

Table 3-26: Inventory of At-Risk Units During Housing Element Period

| Year | Project Name | Total |
|--------------|----------------------|------------|
| 2010 | Durham Greens | 64 |
| 2011 | Pasatiempo | 59 |
| 2011 | Boulevard Apartments | 35 |
| TOTAL | | 158 |

Source: City of Fremont

The City analyzed the cost of preserving these 158 affordable units versus the cost of constructing new affordable units. As described below, preservation is a cost-effective approach to meeting the City's affordable housing needs.

1) Preservation— There are two approaches to preservation. One would be to acquire the at-risk units and extend the affordability period. According to published data, average cost of acquisition of multi-family projects in 2008-09 was in the \$130,000 to \$200,000 per unit range.³³ Therefore, cost of preservation of the 158 at-risk units in Fremont would equal between about \$20.5 million and \$36 million dollars, plus any financing and rehabilitation costs.

The other approach would be for the project owner to voluntarily extend the effective period of affordability restrictions. For voluntary extensions, the public cost is reflected in tenant-based rental assistance, which is administered in Fremont by Alameda County. According to anecdotal reports, typical tenant-based assistance is \$1000/unit/mo., so the public cost for voluntary extension of the affordability period of the 158 at-risk units would be about \$1.9 million/year.

2) New Construction/Replacement – New construction implies construction of a new property with the same number of units and similar amenities as the one removed from the affordable housing stock. Cost estimates were prepared by using local information and data. The construction of new housing can vary greatly depending on factors such as location, density, unit sizes, construction materials and on-site and off-site improvements. The following table describes new construction costs for a typical affordable unit in a multi-family development in Fremont, based on costs of three recent projects.

Table 3-27—Construction Costs

| Fee/Cost Type | Cost per Unit |
|----------------------------|----------------------|
| Land Acquisition | \$55,000 |
| Construction | \$216,000 |
| Financing/Other | \$127,000 |
| Total Cost per Unit | \$398,000 |

Source: City of Fremont

Preservation and construction are both important strategies to meeting the City's affordable housing needs. Preservation is generally more cost-effective in the short term, but because of the unique circumstances of each project, in some cases new construction can be a financially attractive option, particularly if the project leverages non-local funding sources into the community.

Chapter 6 of the Housing Element, Goals, Policies and Actions, includes Goal 4, Preserve Existing Supply of More Affordable Housing Options, and several implementing policies and actions.

Preservation Resources

Efforts by the City to preserve low-income housing require both organizational and financial resources. Qualified non-profit entities can potentially provide the organizational resources and need to be made aware of the future possibilities of units becoming at risk. A list of local non-profits qualified to acquire and manage at-risk units is attached as Appendix A.

Strategies to Retain Affordable Units

The following is a list of potential financial resources considered a part of the City's overall financial plan to deal with retaining affordable units. The number and availability of programs to assist cities and counties in increasing and improving their affordable housing stock is limited and public funding for new projects is unpredictable. The following programs are local, State and federal programs. Some are managed locally by the City through funds accessed directly from HUD.

1. HOME Program: This Program was created under Title II of the Cranston-Gonzales National Affordable Housing Act enacted on November 28, 1990. For the City, HOME funds are made available through the Alameda County HOME Consortium, in which the City is an active participant. Approximately \$500,000 is available to support activities including acquisition, rehabilitation, construction, and rental assistance. In addition the City uses HOME funds to subsidize rents for participants in the City's Housing Scholarship Program.
2. Community Development Block Grant (CDBG) Funds: The City receives approximately \$2.0 million in CDBG entitlement funding annually. The City utilizes CDBG funds for rental and owner housing rehabilitation activities, infrastructure, public facilities and public services. Proceeds from loan repayments are deposited

into a revolving loan fund established from low interest loans for rehabilitation and could be a resource for preservation activities.

3. **Redevelopment Agency Tax Increment Funds:** As required by State law, the Fremont Redevelopment Agency (RDA) sets aside 20 percent of the gross tax increment revenues received from property tax increment generated in Redevelopment Areas into a low- to moderate- income housing fund for affordable housing activities. According to the 2009-10 RDA Budget, \$5.3 million will be expended on housing programs in the fiscal year. Spending in subsequent years will depend on whether the Agency is successful in raising its authorized revenue cap.

The expenditures are on the following types of programs:

- Acquisition/Rehabilitation Programs
 - Neighborhood Home Improvement Program
 - Preservation of Affordable Housing
 - First-time Homebuyer Program
 - New Construction of Affordable Housing
 - Implementation of Inclusionary Housing Ordinance
4. **Low-income Housing Tax Credit Program (LIHTC):** This program provides for federal and State tax credits for private developers and investors who agree to set aside all or an established percentage of their rental units for low-income households for no less than 30 years. The tax credits enable low-income housing sponsors and developers to raise project equity through the sale of tax benefits to investors.

3.7 FUTURE HOUSING NEEDS

In addition to addressing current housing needs, state law requires the Housing Element to address projected future housing needs. This requires a review of population, employment, and housing forecasts for the city. A Housing Element must also demonstrate that each community has the ability to accommodate its fair share of the region's future housing needs. The state has developed a process, described below, to determine fair share.

3.7.1 Population, Employment and Household Projections

Based on demographic trends, local policy, land availability, and regional economic forecasts, Fremont is expected to continue growing through 2030. However, the rate of growth will slow significantly. Whereas Fremont grew at a decennial rate exceeding 15 percent for each decade between 1970 and 2000, its rate of growth for the next 30 years is expected to be about five percent each decade. By 2030, ABAG predicts that Fremont will be home to close to 250,000 people (see Figure 3-10).³⁴ ABAG attributes the majority of this growth to births and increased life expectancies, rather than significant migration to the area.

3.7.2 Regional Housing Needs Allocation (RHNA)

The State of California requires every city to accommodate its fair share of regional growth through a process called the Regional Housing Needs Allocation (RHNA). The RHNA process is administered by the Association of Bay Area Governments (ABAG). ABAG allocates the total assignment for the nine-county area to each of the nine counties and 100+ cities region wide. ABAG also identifies the number of units that must be accommodated in each of four income categories. Although cities and counties are not actually required to build the number of units in their RHNAs, they must show that the capacity exists in their community to build these units, i.e. that land is zoned to accommodate these new units. The current RHNA allocation for the City of Fremont covers the period 2007-2014.

The RHNA methodology employed by ABAG uses a mathematical equation that contains the following weighted factors:

- Household growth (45%)
- Existing employment (22.5%)
- Employment growth (22.5%)
- Household growth near existing transit (5%)
- Employment growth near existing transit (5%)

This is the first time ABAG has used the RHNA process to encourage cities to implement transit oriented development policies. The last two weighting factors resulted in cities with transit infrastructure (such as BART) receiving higher assignments. The expectation is that these communities will “upzone” land around BART to accommodate additional non-auto dependent housing. The RHNA methodology was adopted by ABAG’s Board, which consists of local decision makers from across the Bay Area.

The income allocation portion of the RHNA formula is based on the region’s average household income distribution. ABAG explains that each jurisdiction is assigned “175 percent of the difference between their 2000 household income distribution and the 2000 regional household income distribution.” In other words, the formula attempts to equalize imbalances in income distribution by assigning more affluent communities a larger share of the affordable housing needs and vice versa. Region-wide, the distribution of low and very low income housing units was 16 percent and 23 percent respectively.

The final RHNA allocation for Fremont was 4,380 units. Of this total, 887 units were low income and 1348 units were very low income. According to AB 2634 (2006), State law now requires jurisdictions to quantify and analyze the existing and projected housing needs of extremely low income households. By looking at the allocation of units for the very low income, the City of Fremont assumes that 52 percent of those 1348 units will be needed for the extremely low income households. This projected need is derived from the breakdown of household incomes in the City of Fremont determined by the U.S. Census Bureau and the federal Housing and Urban Development Department. The revised RHNA allocation for the 2007-2014 planning period is as follows:

Table 3-26: City of Fremont RHNA for 2007-2014

| Income Category | RHNA 2007-2014 |
|---------------------------------|-----------------------|
| Above Moderate Income ≥ 120% | 1,269 units |
| Moderate Income 80 – 120% | 876 units |
| Low Income 50 – 80% | 887 units |
| Very Low Income 30 – 50% | 647 units |
| Extremely Low Income ≤ 30% | 701 units |
| TOTAL | 4,380 units |

Source: ABAG, 2007

Fremont's RHNA allocation and progress toward meeting its allocation through December 2008 are discussed in more detail in Chapter 4.

3.7.3 Quantified Objectives

The RHNA numbers represent the majority, but not all, of the City's quantified objectives for housing for the planning period. Specifically, the City has the following goals:

Table 3-27: City of Fremont RHNA Quantified Objectives

| | New Construction | Rehabilitation | Conservation |
|----------------------|-------------------------|-----------------------|---------------------|
| Above Moderate | 1269 units | - | - |
| Moderate-Income | 876 units | - | - |
| Low-Income | 887 units | 56 units | 91 units |
| Very Low Income | 647 units | 41 units | 67 units |
| Extremely Low Income | 701 units | 43 units | - |
| TOTAL | 4380 units | 140 units | 158 units |

Source: City of Fremont

See also Chapter 6, Actions 4.01-A and 4.01-C.

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Chapter 4: Sites Inventory and Analysis and Zoning for a Variety of Housing Types

4.1 INTRODUCTION

In 2007, the Association of Bay Area Governments (ABAG) approved the Regional Housing Needs Assessment (RHNA). The City of Fremont was assigned a portion of the regional housing need for a total of 4,380 new housing units as follows:

1,348 very low-income units*
887 low-income units
876 moderate-income units
1,269 above moderate-income units

* Although the RHNA does not include a separate category for extremely low-income units, the City estimates that 52 percent of its very low-income units, or 700 units, are needed for extremely low-income households.

This section of the element addresses the requirements of Government Code Sections 65583 and 65583.2, requiring a parcel-specific inventory of appropriately zoned, available and suitable sites that can provide realistic development opportunities for the provision of housing for all income segments within Fremont. It also includes an analysis of existing zoning for a variety of housing types as prescribed in Government Code Sections 65583(c)(1) and 65583.2(c).

4.2 SITES INVENTORY AND ANALYSIS

4.2.1 Units Built/Under Construction/Committed

Because this Housing Element is being prepared in 2009 and the planning period began on January 1 2007, a portion of the housing need for the planning period has already been met.

As indicated in Table 4-1, between January 1, 2007 and December 31, 2008 1289 units of housing were added to the City of Fremont's housing stock. Of the units constructed or committed, 147 serve low-income households and 269 serve moderate-income households. Fremont's remaining need allocation for the planning period is 2,233 units, as shown in the last row of Table 4-1.

Table 4-1: Fremont Housing Units Built, Under Construction or Entitled Beginning January 1, 2007

| | INCOME GROUP SERVED | | | | TOTAL UNITS |
|---|---------------------|------------------|------------------|--------------------|--------------------|
| | VERY LOW | LOW | MODERATE | ABOVE MODERATE | |
| Regional Housing Needs Determination | 1,348 Units | 887 Units | 876 Units | 1,269 Units | 4,380 Units |
| Building Permits Issued 1/1/2007-12/31/2007 | 0 Units | 0 Units | 78 Units | 322 Units | 400 Units |
| Building Permits Issued 1/1/2008-12/31/2008 | 0 Units | 0 Units | 44 Units | 223 Units | 267 Units |
| Under Construction 1/1/2007-12/31/2008 | 0 Units | 0 Units | 60 Units | 415 Units | 475 Units |
| Entitlements Approved 1/1/2007-present | 122 Units | 25 Units | 87 Units | 771 Units | 1,005 Units |
| <i>TOTAL</i> | <i>122 Units</i> | <i>25 Units</i> | <i>269 Units</i> | <i>1,731 Units</i> | <i>2,147 Units</i> |
| Unmet Regional Housing Needs Determination | 1,226 Units | 862 Units | 607 Units | (426) Units | 2,233 Units |

Source: City of Fremont: Annual Housing Report 2007, 2008 and Development Activity Report May 2009

4.3 MEETING THE AFFORDABLE HOUSING NEED

As shown in Table 4-1, the City's remaining assigned need for very low income units is 1,226 and is 862 for low income units, or 2,088 units total for these segments of the community. Fremont has numerous strategies for meeting these needs that are described in Chapter 6. Examples include supporting non-profit housing developers (Action 6.02-A); participating in the EveryOne Home countywide consortium (Action 5.02-C); and revising the Inclusionary Housing Ordinance (Action 3.01-B).

In addition, zoning is an important tool that the City has used and will continue to use to meet its housing needs. The City recognizes that higher density residential, planned districts and mixed-use districts provide the potential for lower construction costs because of economies of scale created and are therefore most suitable for development of housing affordable to very low- and low-income households. Per Government Code Section 65583.2(c)(3)(B), vacant or underutilized land in an urban jurisdiction such as Fremont that is zoned at 30du/acre or above is considered appropriate to accommodate housing for lower-income households.

4.3.1 Land Available for Development of Affordable Housing

Table 4-2 lists 44 parcels in the City currently zoned to allow development at 30 du/acre or higher. The table describes the City's analysis of each site, including current site use, infrastructure and environmental constraints, and realistic development potential. Based on the City's analysis, current residential zoning allows for construction of 1,834 units at densities above 30 du/acre. The City's mixed use ordinance also allows development of housing at densities of 30 du/acre or higher by right on commercially zoned parcels of less than two acres. Of the 193 acres of land designated community commercial in Fremont on parcels less than two acres in size, the City conservatively estimates that about 12 percent, or 23.99 acres can reasonably be expected to convert to mixed use during this housing element

period, providing capacity for an additional 720 units. The sites that comprise the 23.99 acres where conversion is most likely to occur are listed in Table 4-3.

Together, Table 4-2 and Table 4-3 demonstrate that the quantity of land available for affordable housing is sufficient to meet the City's anticipated need. Tables 4-4 and 4-5 demonstrate that the City has sufficient land to meet its moderate and above moderate income needs. Nevertheless, as described in Chapter 6, the City will continue to consider rezoning land for higher intensity development of market rate and affordable housing as opportunities arise, particularly near transit.

Below, the methodology for developing Table 4-2 and Table 4-3 are described in detail.

4.3.2 Methodology for Creation of Existing Inventory Table (Table 4-2)

The City of Fremont maintains and regularly updates a Vacant and Underutilized Lands Inventory in an effort to quantify developable land acreage for residential, commercial and industrial purposes.

Vacant land is defined as those parcels that the Alameda County Assessor's Office has determined to have zero assessed value for structure and/or those parcels that have been independently researched and concluded as being vacant, with the exception of parcels designated as Institutional Open Space, Public Land, Agricultural Easements, etc.

The data used for the Vacant and Underutilized Lands Inventory came from several sources. The primary data source was the Alameda County Assessor's office. That data was compared to previous Vacant and Underutilized Lands Inventories created by the City of Fremont in 1998, 2001, 2003, and 2004. Other sources that helped identify vacant parcels include aerial photographs (2003), logs of building permits issued, staff input, site visits, and spatial mapping computer technology.

To generate the Existing Inventory Table, staff identified all existing sites in the Vacant and Underutilized Land Inventory that were already zoned at 30 du/acre or greater. From that list, each site was analyzed for its realistic development capacity based on site specific conditions such as access, easements, geological/geotechnical constraints, parcel size, proximity to transit etc. Those sites considered to be realistic candidates for development based on site-specific review were included in Table 4.2.

4.3.3 Residential Capacity on Commercially-Zoned Land (Table 4-3)

The City's mixed use ordinance allows mixed use projects with densities above 30 du/acre by right on all commercial parcels less than two acres in size. While several hundred acres of commercial land on parcels under two acres exist in the City's commercial zones (Thoroughfare Commercial, General Commercial, and Community Commercial), staff focused its analysis on the 193 such acres in Community Commercial zones as the most likely to be converted to mixed-use with residential densities above 30 du/acre.

The sites judged by staff as the most likely to convert to mixed-use projects with residential development at 30 du/acre or higher are shown in Table 4-3. Out of the 193 acres potentially developable as mixed use, staff removed sites that had been either recently

developed or re-developed. Staff also removed any sites that were deemed too difficult to redevelop or develop with residential housing, either due to environmental or location constraints. Also, sites where landowners have put forward realistic development plans that do not include housing affordable to very low and low income households were removed. Staff then divided the remaining sites into three groups based on location: Niles, Irvington, and Centerville.

Niles

The Niles Concept Plan adopted by City Council in 2001 includes a vision of a community plaza flanked by mixed-use development across Niles Boulevard from the existing commercial heart of Niles. The City and the Redevelopment Agency have remediated soil contamination and the Niles Town Plaza is under construction. The Redevelopment Agency continues to invest resources in infrastructure in Niles. The parcels identified in Niles are therefore considered as realistic candidates for development as mixed use projects under the existing mixed-use ordinance.

Centerville

Centerville was historically a center for automotive sales and service. However, with changes in consumer habits and the development of the Fremont Auto Mall along Interstate 880, land devoted to automotive uses has begun to redevelop. Several housing developments (both market rate and affordable) have been built on former dealer lots or service yards in Centerville, including the Morgan Square, Maple Square, and Di Giulio projects. Many vacant and underutilized former automobile sales and service facilities remain in Centerville, along with other commercial buildings that are nearing the end of their useful lives. The City has identified a number of these sites as realistic candidates for redevelopment under the City's mixed-use ordinance. Because Centerville is a Redevelopment Project Area, affordable mixed-use projects in Centerville also are eligible for RDA assistance.

Irvington

The Irvington Redevelopment Area is also a changing area. With the Washington Boulevard grade separation nearing completion, hundreds of units of new housing built or approved, and the City and Redevelopment Agency moving forward with plans to construct a new BART station in the vicinity, vacant and underutilized properties in Irvington are prime candidates for redevelopment under the mixed-use ordinance. The City has identified numerous parcels in Irvington that can realistically be expected to exercise their existing rights to develop as mixed use.

The sites identified by staff—totaling 23.99 acres—represent about 12 percent of the City's inventory of Community Commercial parcels of less than two acres in size.

It should be noted that staff took a conservative approach by analyzing only Community Commercial parcels for potential conversion to mixed use; there is potential that the City has additional commercial parcels that could realistically convert to mixed use with high density development, therefore the inventory of potential land for affordable housing listed in Table 4-3 is a conservative estimate.

4.3.5 Programs to Address Future Need

In addition to these identified sites, the City intends to continue to rezone land at higher densities in proximity to transit nodes such as the Fremont BART station, the proposed Irvington BART station, and the Centerville Train Station. See Chapter 6, Action 3.02-C. The City has a demonstrated track record of rezoning commercial sites near transit for affordable housing developments. Any entry on Table 4-2 depicting the development trends in the City are detailed for each individual site.

4.3.6 Environmental Constraints

Development capacity in Fremont is limited by a number of environmental constraints. One of Fremont's signature characteristics is its "Open Space Frame" consisting of the hills to the east and the bay wetlands to the west. Both the hills and the wetlands can also be viewed as constraints to development. Development in the hills has been limited by voter initiative (see Chapter 5), but capacity there was already minimal due to the steep slopes and risk of landslides. Wetlands within the City limits are unavailable for development under Federal law and through incorporation into public parks such as the Don Edwards National Wildlife Refuge. The Hayward Fault and several fault traces also underlie Fremont, constraining housing development in these locations. These constraints, along with site specific environmental constraints, have all been considered in compiling the lists of sites with realistic development capacity.

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Table 4-2 Existing Inventory: Residential Sites 30 du/acre
(Low and Very Low Income Sites)

| Site | Common Name | Site Address | APN(s) | General Plan Designation | Zoning | Minimum Density | Gross Acres | Assumed Unit Capacity* | Realistic Unit Capacity** | Infrastructure Capacity | Existing Use & Environmental Constraints (if applicable) |
|------|-----------------------------|-------------------|---------------|--------------------------|--------------|--|-------------|------------------------|---------------------------|-------------------------|---|
| 1 | Osgood Road | 42000 Osgood | 525 033600101 | RES,VH, 27-35 | R-3-35 | 31 | 1.51 | 46.81 | 47 | YES | Contractor yard |
| 2 | Osgood Road | 42270 Osgood | 525 033600203 | RES,VH, 27-35 | R-3-35 | 31 | 5.11 | 158.41 | 158 | YES | Contractor yard; 38% slope over NE 1/3 of lot; SE 15% in flood zone |
| 3 | Osgood Road | 42088 Osgood | 525 033600208 | RES,VH, 27-35 | R-3-35 | 31 | 0.9 | 27.9 | 28 | YES | 5,814 s.f. industrial/office building; <5% of SE F-W; St. Ded./Imp. Req'd. |
| 4 | Osgood Road | 42028 Osgood | 525 033600302 | RES,VH, 27-35 | R-3-35 | 31 | 0.4 | 12.4 | 12 | YES | 1952 House converted for business use (pool service) |
| 5 | Osgood Road | 42218 Osgood | 525 033600502 | RES,VH, 27-35 | R-3-35 | 31 | 0.17 | 5.27 | 4 | YES | 1950s House |
| 6 | Osgood Road | 42270 Osgood | 525 033600608 | RES,VH, 27-35 | R-3-35 | 31 | 3.07 | 95.17 | 95 | YES | Contractor yard |
| 7 | Osgood Road | 42282 Osgood | 525 033600714 | RES,VH, 27-35 | R-3-35 | 31 | 0.9 | 27.9 | 28 | YES | Tree & gardening service contractor |
| 8 | Osgood Road | 42536 Osgood | 525 033600716 | RES,VH, 27-35 | R-3-35 | 31 | 1.61 | 49.91 | 50 | YES | Pipeline storage co./proposed RV storage facility |
| | | | | | | | | | | | The above eight (8) parcels are located along the Osgood Road corridor, which will run adjacent to the Fremont BART extension line. This area is an underutilized section of the Irvington Area and is primed for redevelopment. These parcels are expected to redevelop along with the construction of the Irvington BART station. The City has worked with property owners to rezone this once industrial area to R-3-35 residential zoning, in order to facilitate the turn over of these lots for high density residential uses in conjunction with the transit hub. The majority of buildings along this corridor appear to be near the end of their useful lives, further increasing the likelihood of redevelopment. |
| 9 | Guardino Farm | 1031 Walnut | 507 040001006 | RES,VH, 27-35 | P-2004-267 | 31 | 13.55 | 420.05 | 420 | YES | This piece of practically vacant land currently houses a single home, where part of the land is used for farmland. This piece of land is completely surrounded by higher density housing, as well as close proximity to the current Fremont BART station. The City has worked with the owner of this land to rezone the parcel to allow for high density housing up to 70 du/acre. This is a prime site to create a high density TOD housing project. |
| 10 | Fremont Main BART Station | 1760 Mowry | 501 120000422 | RES,VH, 50-70 | P-2000-215 | 60 | 5.72 | 343.2 | 343 | YES | The Fremont BART station, currently the only one in the City, is located in the Central area. These four (4) parcels which lie around the north side of the station area are currently zoned and general plan designated for high density housing, making this a prime location for TOD housing. These sites are owner by BART; the agency has converted several station parking lots into high density housing and mixed use developments. BART conservatively estimates a development capacity of 350 housing units on the sites due to the proximity to the Hayward Fault line. |
| 11 | | Mowry | 501 120000802 | RES,VH, 50-70 | P-2000-215 | 60 | 5.25 | 315 | 315 | YES | |
| 12 | | Walnut | 507 046500139 | RES,VH, 50-70 | P-2000-215 | 60 | 5.64 | 338.4 | 338 | YES | |
| 13 | | 2000 Civic Center | 507 046500152 | RES,VH, 50-70 | P-2000-215 | 60 | 2.87 | 172.2 | 172 | YES | |
| | | | | | | | | | 350 | | |
| 14 | Fremont Shopping Center (A) | 40587 Fremont | 525 105200302 | C-C & 27-35 | P-2004-80(I) | 31 | 0.32 | 9.92 | 10 | YES | Parcel A is currently a 1963 Bank building that is still in operation. Parcel B is the majority of the site, an older shopping center where several of the tenant spaces are vacant. Parcel C is a 1987 fast food building that is also still in operation. The majority of the site, the shopping center, is slowly terminating its retail tenants in hopes of spurring redevelopment of the entire area. There is a common ownership between all three sites, and since they are located adjacent to each other, they present a prime opportunity for a housing site located along one of the City's major transit corridors, Fremont Boulevard. |
| 15 | Fremont Shopping Center (B) | 40645 Fremont | 525 105201100 | C-C & 27-35 | P-2004-80(I) | 31 | 7.53 | 233.43 | 233 | YES | |
| 16 | Fremont Shopping Center (C) | 40660 Fremont | 525 105201200 | C-C & 27-35 | P-2004-80(I) | 31 | 0.42 | 13.02 | 13 | YES | |
| 17 | Urban Housing | 3651 Walnut | 501 113004801 | CBD | P-2005-256 | Site was rezoned to allow housing at a higher density. | 3.85 | 301 | 15 | YES | Urban Housing is a fully entitled project located within the Central Business District Area and is a part of the focus downtown area. The housing developer has proposed a 301 residential unit project; of these, 15 units will be restricted to low income households (along with 45 moderate income units). The low income units are accounted for in Table4-1 and are not reflected in the below total on this table. |
| 18 | Mount Vernon | 3550 Mowry | 501 116200303 | CBD | P-2005-76 | 60 | 0.44 | 26.4 | 26 | YES | This site and the following 12 sites are located in the Central Business District (CBD) zoning area of the City. This area is envisioned for a mixture of uses for a future downtown living, working and shopping area. The City has looked at each of the existing buildings in this block and none are currently listed as possible historic resources. Additionally, because the CBD zoning does not by-right allow for residential uses, the City implemented P-2005-76 which is a Planned District that specifically allows high density residential uses (60 du/ac) for these parcels. Since the entitlements have been put into place, the City has seen two owners land banking these parcels (one owner has acquired 3 parcels, another has purchased 2 parcels) to create more sizable lots that could be developed into high density housing within the core of the future "downtown." |
| 19 | | 39045 Mt. Vernon | 501 116200400 | CBD | P-2005-76 | 60 | 0.16 | 9.6 | 10 | YES | |
| 20 | | 39057 Mt. Vernon | 501 116200500 | CBD | P-2005-76 | 60 | 0.16 | 9.6 | 10 | YES | |
| 21 | | 39065 Mt. Vernon | 501 116200600 | CBD | P-2005-76 | 60 | 0.16 | 9.6 | 10 | YES | |
| 22 | | 39077 Mt. Vernon | 501 116200700 | CBD | P-2005-76 | 60 | 0.16 | 9.6 | 10 | YES | |
| 23 | | 39085 Mt. Vernon | 501 116200800 | CBD | P-2005-76 | 60 | 0.16 | 9.6 | 10 | YES | |
| 24 | | 39030 Mt. Vernon | 501 116201100 | CBD | P-2005-76 | 60 | 0.16 | 9.6 | 10 | YES | |
| 25 | | 39042 Mt. Vernon | 501 116201200 | CBD | P-2005-76 | 60 | 0.16 | 9.6 | 10 | YES | |
| 26 | | 39054 Mt. Vernon | 501 116201300 | CBD | P-2005-76 | 60 | 0.16 | 9.6 | 10 | YES | |
| 27 | | 39062 Mt. Vernon | 501 116201400 | CBD | P-2005-76 | 60 | 0.15 | 9 | 9 | YES | |

Table 4-2 Existing Inventory: Residential Sites 30 du/acre (Low and Very Low Income Sites)

| | | | | | | | | | | | |
|--|----------------------------|------------------------|---------------|---------------|-----------------|-----|------|---------|------|-----|--|
| 28 | | 39074 Mt. Vernon | 501 116201500 | CBD | P-2005-76 | 60 | 0.16 | 9.6 | 10 | YES | |
| 29 | | 3535 Capitol | 501 116201600 | CBD | P-2005-76 | 60 | 0.15 | 9 | 9 | YES | |
| 30 | | 3500 Mowry | 501 116201800 | CBD | P-2005-76 | 60 | 0.23 | 13.8 | 14 | YES | |
| 31 | Paseo at Mowry | 38799 Paseo Padre Pkwy | 501 159400102 | RES,VH, 27-35 | P District | 31 | 3.02 | 93.62 | 94 | YES | This site is comprised of two (2) vacant parcels that are currently allowed for high density housing. It is important to note that these two sites are commonly owned, making the development of this vacant parcel more likely. Additionally, this site is in close proximity to the Fremont BART station, making it an even more desirable candidate for housing. The site is in a prominent, accessible location at the crossroads of two major transit corridors (Paseo Padre Parkway and Mowry Avenue). Additionally, the site is surrounded by higher density housing uses and has ready access to utilities and other infrastructure. |
| 32 | | 3161 Mowry | 501 159400200 | RES,VH, 27-35 | P District | 31 | 0.72 | 22.32 | 22 | YES | |
| 33 | Caldeira-Dias Property | 3386 Country | 501 159200702 | RES,VH,27-35 | R-G-16 | 31 | 0.85 | 26.35 | 26 | YES | This parcel is a large underutilized residential lot along one of the City's major transportation corridors (Mowry Avenue). There is currently only one single family home (built in 1958) on the lot. It is currently surrounded by higher density housing and commercial uses, making this a prime candidate for redevelopment. Its location in the central area of the City, its proximity to transportation, as well as its access to existing utilities and other infrastructure make this site less constrained than those outside of the urban area of the City. It is part of a group of four such properties (#33-#36). |
| 34 | Williams Property | 3353 Mowry | 501 159400800 | RES,VH,27-35 | R-G-16 | 31 | 0.64 | 19.84 | 20 | YES | This parcel is a large underutilized residential lot along one of the City's major transportation corridors (Mowry Avenue). There is currently only one single family home (built in 1958) on the lot. It is currently surrounded by higher density housing and commercial uses, making this a prime candidate for redevelopment. Its location in the central area of the City, its proximity to transportation, as well as its access to existing utilities and other infrastructure make this site less constrained than those outside of the urban area of the City. It is part of a group of four such properties (#33-#36). |
| 35 | Harris Property | 3535 Mowry | 501 159600302 | RES,VH,27-35 | R-G-16 | 31 | 0.21 | 6.51 | 8 | YES | This parcel is a large underutilized residential lot along one of the City's major transportation corridors (Mowry Avenue). There is currently only one single family home (built in 1958) on the lot. It is currently surrounded by higher density housing and commercial uses, making this a prime candidate for redevelopment. Its location in the central area of the City, its proximity to transportation, as well as its access to existing utilities and other infrastructure make this site less constrained than those outside of the urban area of the City. It is part of a group of four such properties (#33-#36). |
| 36 | Oliveira Property | 3235 Mowry | 501 159400402 | RES,VH,27-35 | R-G-16 | 31 | 0.14 | 4.34 | 4 | YES | This parcel is a large underutilized residential lot along one of the City's major transportation corridors (Mowry Avenue). There is currently only one single family home (built in 1958) on the lot. It is currently surrounded by higher density housing and commercial uses, making this a prime candidate for redevelopment. Its location in the central area of the City, its proximity to transportation, as well as its access to existing utilities and other infrastructure make this site less constrained than those outside of the urban area of the City. It is part of a group of four such properties (#33-#36). |
| 37 | Central Park South | 41075 Railroad | 525 019508703 | RES, VH,27-35 | P-2005-131 | 31 | 1 | 31 | 36 | YES | Central Park South is a fully entitled project located within the Irvington Redevelopment Area. The housing developer has created a proposal with multiple lots for housing. The most southern of these lots provides 36 units affordable to both low and very low income households. These units were accounted for in Table 4-1 and are not reflected in the below total on this table. |
| 38 | Peralta Senior Housing | 3701 Peralta | 501 147400104 | C-C | P-2009-15(CSPC) | N/A | 2.98 | 96 | 96 | YES | Peralta Senior Housing is a fully entitled mixed-use project within the Centerville Redevelopment Area. The affordable housing developer, Eden Housing, has created a proposal for 96 very low and extremely low income senior units. These units were accounted for in Table 4-1 and are not reflected in the below total on this table. |
| PENDING ENTITLEMENT | | | | | | | | | | | |
| 1 | Allied Housing Main Street | 41037 High | 525 064100500 | RES,M, 15-18 | P-84-12 | 41 | 0.24 | 9.84 | 64 | YES | This is a current vacant site located in the Irvington Redevelopment Area. The affordable housing developer, Allied Housing, has assembled the parcels and, in total, has created a 1.55 acre lot proposing 64 low and very low income units at 41 du/acre. Project entitlements will be heard by the City Council the same night as the Housing Element (July 14, 2009). |
| 2 | | 41045 High | 525 064100600 | RES,M, 15-18 | P-84-12 | 41 | 0.22 | 9.02 | 0 | YES | |
| 3 | | Main | 525 064100800 | RES,M, 15-18 | P-84-12 | 41 | 0.1 | 4.1 | 0 | YES | |
| 4 | | High | 525 064101100 | RES,M, 15-18 | P-84-12 | 41 | 0.28 | 11.48 | 0 | YES | |
| 5 | | 3615 Main | 525 064101200 | RES,M, 15-18 | P-84-12 | 41 | 0.39 | 15.99 | 0 | YES | |
| 6 | | 3657 Main | 525 064101300 | RES,M, 15-18 | P-84-12 | 41 | 0.32 | 13.12 | 0 | YES | |
| TOTAL | | | | | | | | 3078.12 | 1834 | | |
| | | | | | | | | | | | |
| *Assumed development uses the minimum allowed residential density to calculate how many housing units this parcel would yield. | | | | | | | | | | | |
| **Realistic Unit Capacity calculates the maximum feasible development for the site, taking into account all known environmental constraints. | | | | | | | | | | | |

Table 4-3 Existing Inventory: Mixed Use Community Commercial-Residential Land (Low and Very Low Income Sites)

| | Site Address | APN(s) | General Plan Designation | Zoning | Gross Acres | Square Feet | Realistic Unit Capacity** | Infrastructure Capacity | Existing Use and Environmental Constraints |
|---|---------------------|---------------|--------------------------|-------------------|-------------|-------------|---------------------------|-------------------------|--|
| CENTERVILLE AREA: <i>This area, as described in the text, are located within the Centerville Redevelopment Area. Parcels designated with a (CSPC) zoning means that the site is governed by the Centerville Specific Plan.</i> | | | | | | | | | |
| 1 | 368535 FREMONT BLVD | 501 023100402 | C-C | C-C | 0.728 | 31712.00 | 22 | YES | Previous auto dealer lots (now closed). Lot is being temporarily used by auto broker. The site is a candidate for redevelopment because it is located along the most significant north-south transit corridor in the City, Fremont Boulevard. The City, as a part of its General Plan Update, is reviewing the entire corridor to identify areas and intersections in need of redevelopment to create a cohesive and node-centric corridor with commercial/residential/office mixed uses. This area of Fremont Boulevard is heavily used, and the buildings are nearing the end of their useful life expectancy. |
| 2 | 36873 FREMONT BLVD | 501 023100901 | C-C | C-C | 0.797 | 34730.56 | 24 | YES | Previous auto dealer lot (now closed). Lot is being temporarily used by auto broker. The site is a candidate for redevelopment because it is located along the most significant north-south transit corridor in the City, Fremont Boulevard. The City, as a part of its General Plan Update, is reviewing the entire corridor to identify areas and intersections in need of redevelopment to create a cohesive and node-centric corridor with commercial/residential/office mixed uses. This area of Fremont Boulevard is heavily used, and the buildings are nearing the end of their useful life expectancy. |
| 3 | 4362 THORNTON AVE | 501 045502105 | C-C | C-C | 0.817 | 35578.93 | 25 | YES | Existing out of date one-story shopping center. Center is currently located along major transit corridor (Thornton Avenue) that leads from the I-880 freeway into the Centerville neighborhood. The center is surrounded by a mixture of uses, including schools, churches, higher density housing and other commercial uses. Existing tenants could easily be relocated along bottom floor retail in a new mixed use development. |
| 4 | 4342 THORNTON AVE | 501 045502411 | C-C | C-C | 0.721 | 31395.44 | 22 | YES | Existing underutilized one-story retail store. The one building holds two tenant spaces, a convenience store and a take-out restaurant. The site is located directly adjacent to Site 3 and would be optimal for redevelopment to convert the underutilized commercial buildings into a mixed use development near schools and churches. |
| 5 | 37063 FREMONT BLVD | 501 049905802 | C-C | C-C (CSPC) | 0.763 | 33235.86 | 23 | YES | This site is an underutilized commercial site that is used by Hertz Rent a Car. This land use is a remnant of the area's former auto sales and service concentration. This site is specified in the Centerville Specific Plan (CSPC) as a possible future mixed use location. It is situated between an existing gas station and a florist. |
| 6 | 4167 PERALTA BLVD | 501 053600108 | C-C | P District (CSPC) | 0.807 | 35158.47 | 24 | YES | This site is currently zoned (P) and is in common ownership with the site directly adjacent (Site 7). The Centerville Specific Plan identifies it as a likely parcel for redevelopment. It lies just south of a similar former commercial site that was converted to high-density affordable housing. |
| 7 | 4133 PERALTA BLVD | 501 053600202 | C-C | C-C (CSPC) | 1.043 | 45421.49 | 31 | YES | This site is currently a one-story commercial building occupied by a beauty school, tax accountants and jewelry repair. The 1963 building is in poor condition and near the end of its useful life. A portion of the lot is surrounded by chain link fence. Surrounding this site is high density housing, the commercial core of the Centerville Historic District and the Centerville Train Station. This proximity to services, transit and housing makes it a prime spot for mixed use. Additionally, the corner location, accessibility to major thoroughfares and existing infrastructure also enhance the likelihood of site redevelopment. It lies just south of a similar former commercial site that was converted to high-density affordable housing. This site is in common ownership with the site directly adjacent to it, Site 6. |
| 8 | 36930 FREMONT BLVD | 501 142501503 | C-C | C-C | 0.594 | 25893.89 | 18 | YES | This site is currently a one story retail use. The building, which needs major upgrades, is occupied by a restaurant. Although an enclosed patio was added in 2004, the construction was done without permits. The site is located along the most significant north-south transit corridor in the City, Fremont Boulevard. The City, as a part of its General Plan Update, is reviewing the entire corridor to identify areas and intersections in need of redevelopment to create a cohesive and node-centric corridor with commercial/residential/office mixed uses. This site is in common ownership with sites 9, 14 and 15. |
| 9 | 3909 THORNTON AVE | 501 142503400 | C-C | C-C | 1.494 | 65068.71 | 45 | YES | The site was formerly an auto dealership that has since moved to the Fremont Auto Mall in the industrial area. Now closed, the site has had other retail uses including a video rental store and now a temporary used car sales lot. The site is underutilized, with its current use occupying only a small part of its 1.5 acres. This lot is surrounded by other retail commercial and medium density residential uses. The site is also located one block north of the 'Centerville Unified' site that is under current redevelopment with the City's Redevelopment Agency as a catalyst commercial, office and residential project for the entire Centerville area. This site is in common ownership with sites 8, 14 and 15. |
| 10 | 3670 THORNTON AVE | 501 142602500 | C-C | C-C (CSPC) | 0.848 | 36941.21 | 25 | YES | The site is a office-type building that has been converted to auto-service uses and is located between other large box users (hardware store and pet food supply store). The building is nearing the end of its useful life and no building improvements have been made within the last 10 years. Because of the building condition and its location in an area moving towards more mixed use and intense retail and housing uses, this lot is considered a prime target for mixed use redevelopment. |
| 11 | POST ST | 501 142603500 | C-C | C-C (CSPC) | 0.431 | 18784.10 | 13 | YES | Site is currently vacant with no buildings on it. This site is in common ownership with site 12 and 13. |
| 12 | 3900 THORNTON AVE | 501 142603600 | C-C | C-C (CSPC) | 0.331 | 14409.31 | 10 | YES | Site formerly contained auto parts dealer. The building has since been demolished and the site is now vacant. This site is in common ownership with site 11 and 13. |
| 13 | THORNTON AVE | 501 142603700 | C-C | C-C (CSPC) | 0.285 | 12428.23 | 9 | YES | Site is currently vacant with no buildings on it. This site is in common ownership with site 11 and 12. |
| 14 | 36660 FREMONT BLVD | 501 180906800 | C-C | C-C | 0.692 | 30146.42 | 21 | YES | This site is currently occupied by an equipment rental storage yard along one of the most significant north-south transit corridor in the City, Fremont Boulevard. The City, as a part of its General Plan Update, is reviewing the entire corridor to identify areas and intersections in need of redevelopment to create a cohesive and node-centric corridor with commercial/residential/office mixed uses. This area of Fremont Boulevard is heavily used, and the buildings are nearing the end of their useful lives. This site is in common ownership with sites 8, 9 and 15. |
| 15 | 36770 FREMONT BLVD | 501 180906900 | C-C | | 0.687 | 29911.31 | 21 | YES | This site is adjacent to Site 14 and is occupied by an equipment rental storage yard along one of the most significant north-south transit corridor in the City, Fremont Boulevard. The City, as a part of its General Plan Update, is reviewing the entire corridor to identify areas and intersections in need of redevelopment to create a cohesive and node-centric corridor with commercial/residential/office mixed uses. This area of Fremont Boulevard is heavily used, and the buildings are nearing the end of their useful life expectancy. This site, in particular, is underutilized with its main use as an open lot parking storage for rental vehicles and equipment. This site is in common ownership with sites 8, 9 and 15. |
| NILES AREA: <i>This area, as described in the text, is located along Niles Boulevard in the Niles Redevelopment Area.</i> | | | | | | | | | |
| 16 | 37726 NILES BLVD | 507 015000101 | C-C | C-C | 0.273 | 11884.08 | 8 | YES | Existing car wash site. Building has seen useful life expectancy. The site is adjacent to a vacant former railyard that has been partially redeveloped into a public plaza. The adopted Niles Concept Plan envisions a mixed use development on these properties in the future. |
| 17 | 37298 NILES BLVD | 507 027500201 | C-C | C-C | 0.152 | 6654.67 | 5 | YES | Half vacant site, with auto use. Building is at the end of its useful life. The site is adjacent to a vacant former railyard that has been partially redeveloped into a public plaza. The adopted Niles Concept Plan envisions a mixed use development on these properties in the future. |
| IRVINGTON AREA: <i>This area, as described in the text, is located within the Irvington Redevelopment Area. These parcels designated by an (I) zoning means that the site is governed by the Irvington Concept Plan adopted by City Council in January 2005.</i> | | | | | | | | | |
| 18 | 41152 FREMONT BLVD | 525 062102103 | C-C | C-C (I) | 0.794 | 29464.00 | 24 | YES | The site is currently being used as a car towing site. Because this area is within walking distance of the proposed BART station, this site (along with adjacent sites 19, 20 and 22) is a prime location for intensified uses including commercial, office and residential units. The site is used in conjunction with site 22 to mainly store cars that have been towed. The office building on site is a former single family home, with the majority of the lot unfinished dirt. This site is in common ownership with site 22. |

Table 4-3 Existing Inventory: Mixed Use Community Commercial-Residential Land (Low and Very Low Income Sites)

| | Site Address | APN(s) | General Plan Designation | Zoning | Gross Acres | Square Feet | Realistic Unit Capacity** | Infrastructure Capacity | Existing Use and Environmental Constraints |
|----|----------------------|---------------|--------------------------|---------|-------------|-------------|---------------------------|---|---|
| 19 | 41094 FREMONT BLVD | 525 062103502 | C-C | C-C (I) | 0.961 | 41849.39 | 29 | YES | This site is currently underutilized containing only a single one-story AutoZone retailer. The aerial view of this site shows that only half of the parcel is being used for retail, where the remainder of the site is an empty dirt lot. Often fraught with trash and debris, this site has been previously cited for code violations of trash accumulation on the empty portion of the lot. This lot, close to 1 acre in size is within walking distance of the proposed Irvington BART station, and in conjunction with sites 18, 20 and 22 could create a opportunity to create a cohesive and dense commercial-residential project that could serve both the future transit station and the existing Irvington Historic commercial district. |
| 20 | 41080 FREMONT BLVD | 525 062103605 | C-C | C-C (I) | 0.567 | 24695.41 | 17 | YES | A restaurant currently occupies the single story building on this site. The restaurant is dilapidated and nearing the end of its useful life. The tenants have had trouble bringing the building to code. This site is another opportunity site due to its proximity to the Irvington BART station, and its adjacent parcels 18, 19 and 22 which also are underutilized sites prime for redevelopment. |
| 21 | 41126 FREMONT BLVD | 525 062104203 | C-C | C-C (I) | 0.309 | 13445.77 | 9 | YES | This site is zoned community commercial, yet its current use is a single family home. This is currently a non-conforming use that was in place before the zoning was changed to community commercial. The intent of rezoning this area of Fremont Boulevard is to create a mixed use - commercial spine leading into the center of the Irvington Historic District. This area is also within walking distance of the proposed Irvington BART station, making this site (along with adjacent sites 18, 19 and 20) prime location for intensified uses including commercial, office and residential units. This site is in common ownership with site 18. |
| 22 | 3648 MAIN ST | 525 062800800 | C-C | C-C (I) | 0.134 | 5817.14 | 4 | YES (may need street improvements, City working on Main Street streetscape improvement program) | This site is zoned community commercial, yet this current use is a single family home. The non-conforming use was in place before the zoning changed to community commercial. The intent of rezoning this area was to spur redevelopment of these parcels, converting the single family uses to more intense mixed uses. This parcel contains a 1909 single family home, that has had very minimal upgrades in the past 10 years with some siding and mechanical replacements. Also due to the small nature of the lots in this older neighborhood, it is not uncommon to see housing developers combine anywhere from 2-6 lots to create a new housing project. This parcel is adjacent to sites 23 and 24 creating the opportunity to combine three lots to create a new housing site. This particular site is specifically designated residential with ground-floor retail in the Irvington Concept Plan adopted by the City Council. |
| 23 | 3624 MAIN ST | 525 062800900 | C-C | C-C (I) | 0.144 | 6282.25 | 4 | YES (may need street improvements, City working on Main Street streetscape improvement program) | This site is zoned community commercial, yet this current use is a single family home. The non-conforming use was in place before the zoning changed to community commercial. The intent of rezoning this area was to spur redevelopment of these parcels, converting the single family uses to more intense mixed uses. This parcel contains a 1904 single family home, that has had very minimal upgrades in the past 10 years, along with code violations for habitation of trailers on site. This parcel is adjacent to sites 22 and 24. Also important to note is that this particular site is specifically designated residential with ground-floor retail in the Irvington Concept Plan adopted by the City Council. |
| 24 | 3606 MAIN ST | 525 062801000 | C-C | C-C (I) | 0.327 | 14256.87 | 10 | YES (may need street improvements, City working on Main Street streetscape improvement program) | This site is zoned and general plan designate community commercial, yet this current use is a single family home. The non-conforming use was in place before the zoning changed to community commercial. The intent of rezoning this area was to spur redevelopment of these parcels, converting the single family uses to more intense mixed uses. This parcel contains a 1909 single family home, that has had very minimal upgrades to the building in the past 10 years, but the gas lines in the utility right of way were recently replaced in 2009. Also due to the small nature of the lots in this older neighborhood, it is not uncommon to see housing developers combine anywhere from 2-6 lots to create a new housing project. This parcel is adjacent to sites 22 and 23. Also important to note is that this particular site is specifically designated residential with ground-floor retail in the Irvington Concept Plan adopted by the City Council. |
| 25 | 41071 ROBERTS AVE | 525 062900306 | C-C | C-C (I) | 0.129 | 5612.24 | 4 | YES | This site was previously used as an auto-service related retailer, however, the business closed and the building is now vacant. Infrastructure is already in place on this site, and the Irvington Concept Plan has identified this site as part of the 'Main Street' transformation. This site and site 26 have been identified as a mainly residential building with token commercial on ground floor facing Washington Boulevard. |
| 26 | 41021 ROBERTS AVE | 525 062900307 | C-C | C-C (I) | 0.136 | 5915.60 | 4 | YES | This site is being used as a auto-service related retailer. Infrastructure is already in place on this site, and the Irvington Concept Plan has identified this site as part of the 'Main Street' transformation. This site and site 25 have been identified as a mainly residential building with token commercial on ground floor facing Main Street. |
| 27 | 3811 WASHINGTON BLVD | 525 062900400 | C-C | C-C (I) | 0.320 | 13922.19 | 10 | YES | This parcel is occupied by one single family home that is currently vacant. The land owners previously applied and were approved for a 6,600 square foot retail development in 2004, but the entitlement has since expired making this parcel again available for development. The single family building is a non-conforming use in this community commercial zone, and it is at the end of its useful life. The building has had trouble meeting code requirements, and has been cited numerous times over the last 6 years. Its adjacent location to sites 28 and 29 make it a good candidate for possible assemblage for development. The Irvington Concept Plan has specifically called this parcel out as a mixed use opportunity site. |
| 28 | 3825 WASHINGTON BLVD | 525 062900500 | C-C | C-C (I) | 0.187 | 8155.18 | 6 | YES | This site is an existing single family home in a community commercially zoned area, making it a non-conforming use. The parcel has a unique shape, giving the lot some physical constraint. However, the lot's one existing single family building has been vacant for an extended amount of time, and has been cited by Code Enforcement for its inability to be brought up to code standards. A majority of the site is unused, making it a prime piece for assemblage between adjacent sites 27 and 29. The Irvington Concept Plan has specifically called this parcel out as a mixed use opportunity site. |
| 29 | 3839 WASHINGTON BLVD | 525 062900600 | C-C | C-C (I) | 0.439 | 19130.91 | 13 | YES | The building on this site was previously used as a restaurant, however, the business has since closed and the building is currently vacant. This site is adjacent to site 27 and 28, and could be developed in conjunction with the other two sites, or alone which would still yield a feasible 13 units on its close to half acre site. The Irvington Concept Plan has specifically called this parcel out as a mixed use opportunity site. |
| 30 | 3868 MAIN ST | 525 062901202 | C-C | C-C (I) | 0.274 | 11933.34 | 8 | YES | This site is currently being considered in a City initiated rezoning to allow the community commercial use to P2009-00181 zoning. The new P District, if approved, would allow the buildings to convert to mixed uses including ground floor commercial and residential units. Next to this site are vacant sites 31, 32 and 33. |
| 31 | 3955 WASHINGTON BLVD | 525 062901304 | C-C | C-C (I) | 0.164 | 7125.86 | 5 | YES | This site is currently vacant. The Irvington Concept Plan notes these three corner lots should develop into a "Destination" building, one that is attractive but highly functional for this mixed use concentrated area. This site has common ownership with sites 32 and 33. |
| 32 | 3961 WASHINGTON BLVD | 525 062901403 | C-C | C-C (I) | 0.176 | 7671.47 | 5 | YES | This site is currently vacant. The Irvington Concept Plan notes these three corner lots should develop into a "Destination" building, one that is attractive but highly functional for this mixed use concentrated area. This site has common ownership with sites 31 and 33. |
| 33 | 3983 WASHINGTON BLVD | 525 062901502 | C-C | C-C (I) | 0.045 | 1950.07 | 1 | YES | This site is currently vacant. The Irvington Concept Plan notes these three corner lots should develop into a "Destination" building, one that is attractive but highly functional for this mixed use concentrated area. This site has common ownership with sites 31 and 32. |
| 34 | 3824 UNION ST | 525 064102600 | C-C | C-C (I) | 0.856 | 37270.03 | 26 | YES | This community commercial site is currently surrounded by residential uses. The site, which houses an auto repair and pool supply store, is slated in the Irvington Concept plan for a residential building with some token ground floor retail uses along Union and Main Street. |
| 35 | 40750 CHAPEL WAY | 525 066106200 | C-C | C-C (I) | 0.317 | 13818.03 | 10 | YES | A car wash is currently located at this site. The site is underutilized, since the car wash is not heavily used and is surrounded by commercial uses (7-11 store) or medium density apartment buildings. The site's proximity to housing makes it a prime candidate for redevelopment into mixed use. |

Table 4-3 Existing Inventory: Mixed Use Community Commercial-Residential Land (Low and Very Low Income Sites)

| | Site Address | APN(s) | General Plan Designation | Zoning | Gross Acres | Square Feet | Realistic Unit Capacity** | Infrastructure Capacity | Existing Use and Environmental Constraints |
|----|--------------------|---------------|--------------------------|---------------|---------------|-------------------|---------------------------|-------------------------|--|
| 36 | 4040 PAPAZIAN WAY | 525 067000608 | C-C | P-2007-229(I) | 0.198 | 8605.86 | 6 | YES | This is a three tenant commercial building that houses a bicycle shop and two martial arts studios. The building has reached its useful life expectancy and is in need of major renovation. The building has not been improved in many years, and is adjacent to more intense commercial office buildings (two-story) to the south. The site is also included in the O-2007-229 zoning area, which is commonly know as the Bay Street Improvement Plan. This development which is being implemented by the City's Redevelopment Agency is revitalizing the streetscape to improve the street's sidewalks, roadway and pedestrian amenities. This public investment and the changing nature of this area make this site a good candidate for redevelopment. |
| 37 | 40909 FREMONT BLVD | 525 067000610 | C-C | P-2007-229(I) | 0.284 | 12359.07 | 9 | YES | The site currently is used as a used car dealer. The site is underutilized, as the majority of the lot is used to showcase used cars. In addition, the building has reached its useful life expectancy and is in need of major renovations. The building has not been improved in many years with only minor improvements to windows. This site is adjacent to site 36 and is fronting on the City's most significant north-south corridor, Fremont Boulevard. The City, as a part of its General Plan Update, is reviewing the entire corridor to identify areas and intersections in need of redevelopment to create a cohesive and node-centric corridor with commercial/residential/office mixed uses. |
| 38 | 40861 FREMONT BLVD | 525 067001602 | C-C | C-C (I) | 0.780 | 33957.10 | 23 | YES | The site currently houses a used car dealer. The site is underutilized, as the majority of the lot is used to showcase used cars. In addition, the building has reached its useful life expectancy and is in need of major renovations. The building has not been improved in many years with only minor improvements to windows. This site is adjacent to site 36 and is fronting on the City's most significant north-south corridor, Fremont Boulevard. The City, as a part of its General Plan Update, is reviewing the entire corridor to identify areas and intersections in need of redevelopment to create a cohesive and node-centric corridor with commercial/residential/office mixed uses. |
| 39 | 4051 IRVINGTON AVE | 525 068000149 | C-C | C-C (I) | 0.141 | 6123.02 | 4 | YES | This site is currently vacant and in common ownership with site 41. The Irvington Concept Plan has specified that this site be redeveloped in conjunction with the parcel to its north, The Monument Shopping Center. This area is called out as a horizontal mixed use site, meaning that the uses are in separate buildings but within the same site area. This parcel along with site 41 are depicted by the plan to create a residential development. |
| 40 | 4007 IRVINGTON AVE | 525 068000302 | C-C | C-C (I) | 0.329 | 14324.53 | 10 | YES | This site is vacant and located adjacent to sites 39 and 41. This corner parcel was previously used as a gas station, however the site has since been remediated to remove the underground tank. There are no current proposals for development on the site. This area is specified as opportune for redevelopment with the Monument Shopping Center as mentioned for sites 39 and 41. |
| 41 | 41057 FREMONT BLVD | 525 068000152 | C-C | C-C (I) | 1.600 | 69957.00 | 48 | YES | This site is currently vacant and is common ownership with site 39. The Irvington Concept Plan has specified that this site be redeveloped in conjunction with the parcel to its north, The Monument Shopping Center. This area is called out as a horizontal mixed use site, meaning that the uses are in separate buildings but within the same site area. This parcel along with site 39 are depicted by the plan to create a residential development. |
| 42 | 40786 FREMONT BLVD | 525 070101512 | C-C | C-C (I) | 0.496 | 21620.74 | 15 | YES | This is currently occupied by a one story commercial building. The building is nearing the end of its useful life. The site is adjacent to a larger shopping center with a big box anchor, however, this corner lot is separated from the greater shopping center by a wrought iron fence, making it appear disconnected from the neighboring shopping center. The site is in a prime location along Fremont Boulevard; the bus stops at this intersection of Fremont Boulevard and Chapel Way are heavily used throughout the day.Commercial uses currently in the building (a Taqueria and a head shop) would be able to operate in a mixed use building with the commercial uses along the ground floor. |
| 43 | 40733 CHAPEL WAY | 525 070101518 | C-C | C-C (I) | 0.753 | 32784.76 | 23 | YES | This is currently occupied by a one story commercial building. The building is nearing the end of its useful life. The site is located to the northeast of site 42 and 44, making it more desirable to redevelop with both or either of these parcels to create a more cohesive site for mixed use development. |
| 44 | 40800 FREMONT BLVD | 525 070101602 | C-C | C-C (I) | 0.284 | 12375.28 | 9 | YES | This is currently occupied by a small one story commercial building. The building is nearing the end of its useful life expectancy. adjacent to sites 42 and 43, making it more desirable to redevelop with both or either of these parcels to create a more cohesive site for mixed use development. Additionally, this site is located on a prominent corner (Fremont Boulevard and Chapel Way) making it an opportune site for possible intensification for residential and commercial uses. |
| 45 | 4050 IRVINGTON AVE | 525 120000102 | C-C | C-C (I) | 0.258 | 11226.20 | 8 | YES | This site in conjunction with sites 46 and 47 are all commonly owned and located adjacent to each other. The 3 sites combined together are currently occupied by a RV and Trailer Storage facility. Two of the three sites house these RVs and trailers. The site's single building, located on parcel 46, has very little improvements to it and is mainly used as an office. The site is severely underutilized, especially since it is in close proximity to the Irvington Historic District and future BART station. Additionally, the site is surrounded by higher density apartment buildings, most of which are for seniors and multifamily tenants. Also one block away are both the high school and junior high school for this area. This makes the site a very desirable location for a mixed use building. |
| 46 | 4038 IRVINGTON AVE | 525 120000202 | C-C | C-C (I) | 0.191 | 8305.00 | 6 | YES | See above |
| 47 | 41191 FREMONT BLVD | 525 120000502 | C-C | C-C (I) | 0.940 | 40934.14 | 28 | YES | See above |
| | TOTAL | | | | 23.992 | 1040243.13 | 720 | | |
| | | | | | | | | | |

**Realistic Unit Capacity calualtes the maximum feasible development for the site, taking into account all known environmental constraints.

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4.4 MEETING THE MODERATE-INCOME AND ABOVE MODERATE-INCOME HOUSING NEED

In addition to land already approved for housing at 30 du/acre, and land with active proposals for conversion to housing at 30 du/acre, the City also evaluated other vacant and underutilized residentially-zoned land in Fremont that could accommodate the City's need for housing at moderate and above moderate-income levels. Since the start of the planning period, 269 moderate income units and 1,731 above moderate income units have been entitled, issued permits, or constructed.

While the City has already produced in excess of its allocation for above-moderate income units for the planning period, it still must produce 607 units of housing affordable to moderate-income individuals and families. The City has several strategies for addressing this portion of the affordable need. The Inclusionary Housing Ordinance will continue to produce units affordable to moderate-income families. Many of the City's affordable housing programs, including the First Time Homebuyer Program, serve moderate-income families. Also, new programs such as the continued rezoning of land in areas served by transit will result in additional homes affordable at the moderate-income levels. Finally, there is a surplus of land zoned or available under the mixed use ordinance at 30 du/acre to meet low and very-low needs—this land can also meet the needs of moderate-income families.

The inventory of vacant and underutilized land that meets the City's moderate-income and above-moderate needs is included in Tables 4-4 and 4-5.

For purposes of this study, vacant parcels designated as Institutional Open Space, Public Land, Agricultural Easements, and all vacant land in Fremont's Hillside Area was excluded.

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Table 4-4 Existing Inventory: Vacant Residential Land (Moderate and Above Moderate Sites)

| ID | Site Address | APN(s) | General Plan Designation | Zoning | Minimum Density | Gross Acres | Assumed Unit Capacity* | Realistic Unit Capacity** | Moderate Unit Capacity*** | Infrastructure Capacity | Existing Use & Environmental Conditions |
|--|-----------------------|---------------|--------------------------|------------|-----------------|--------------|------------------------|---------------------------|---------------------------|-------------------------|--|
| 1 | 39439 MISSION BLVD | 507 045500103 | RES,H,23-27 | R-3-27 | 25.0 | 2.49 | 62 | 62 | 9 | YES | VACANT parcel with no known environmental constraints at this time. |
| 2 | 1840 PERALTA BLVD | 501 182200400 | RES,MED,6.5-10 | R-2 | 8.3 | 3.96 | 33 | 33 | 5 | YES | VACANT parcel with no known environmental constraints at this time. |
| 3 | DASSELL RD | 507 052700303 | COM TH & RES 15-18 | P-2005-79 | 16.5 | 1.23 | 20 | 20 | 3 | YES | VACANT parcel with no known environmental constraints at this time. |
| 4 | 41252 MISSION BLVD | 525 027500402 | RES,LOW,5-7 | R-1-6(H-I) | 5.0 | 4.10 | 21 | 21 | 3 | YES | VACANT parcel with no known environmental constraints at this time. |
| 5 | 41482 FREMONT BLVD | 525 060501402 | RES,MED,18-23 | P-2003-18 | 20.5 | 0.99 | 20 | 20 | 3 | YES | VACANT parcel with no known environmental constraints at this time. |
| 6 | 37629 FREMONT BLVD | 501 073000702 | RES,H,23-27 | P-2002-164 | 25.0 | 0.55 | 14 | 14 | 2 | YES | VACANT parcel with no known environmental constraints at this time. |
| 7 | 4186 CENTRAL AVE | 501 073100100 | RES,H,23-27 | P-2001-160 | 25.0 | 0.78 | 19 | 18 | 2 | YES | VACANT - This site remains vacant but does have a current entitlement that allows for apartment buildings. |
| 8 | 38569 MISSION BLVD | 507 052704002 | RES,MED,15-18 | R-3-18 | 16.5 | 1.04 | 17 | 17 | 2 | YES | VACANT parcel with no known environmental constraints at this time. |
| 9 | 101 GUARDINO DR | 507 079318600 | RES,MED,15-18 | R-3-18 | 16.5 | 0.99 | 16 | 16 | 2 | YES | VACANT parcel with no known environmental constraints at this time. |
| 10 | 44500 VISTA GRANDE CT | 513 032500500 | RES,LOW,2-3.5 | P-90-17 | 2.0 | 0.26 | 1 | 17 | 2 | YES | VACANT - The parcel is currently vacant but is governed by P-90-17. Although zoned for low density housing, more intense zoning could be possible. |
| 11 | 41778 FREMONT BLVD | 525 061105302 | RES,MED,18-23 | R-3-23 | 20.5 | 0.70 | 14 | 15 | 2 | YES | VACANT parcel with no known environmental constraints at this time. |
| 12 | 1481 MOWRY AVE | 501 156000705 | RES,MED,18-23 | P-2001-174 | 20.5 | 0.99 | 20 | 10 | 1 | YES | VACANT - This site is vacant but currently undergoing review for possible development. |
| 13 | 38335 MISSION BLVD | 507 052700402 | COM TH & RES 15-18 | P-2005-79 | 16.5 | 0.65 | 11 | 11 | 1 | YES | VACANT parcel with no known environmental constraints at this time. |
| 14 | DEER RD | 507 067600400 | RES,LOW,5-7 | R-1-6(H-I) | 5.0 | 3.71 | 19 | 11 | 1 | YES | VACANT - This site has multiple zonings, including Open Space, which restricts the overall unit capacity since part of the land is undevelopable due to zoning restrictions. |
| 15 | MISSION BLVD | 513 047300302 | RES,LOW,3-5 | R-1-10 | 3.0 | 3.59 | 11 | 11 | 1 | YES | VACANT parcel with no known environmental constraints at this time. |
| 16 | 40822 HIGH ST | 525 064501301 | RES,MED,15-18 | R-G-29 | 16.5 | 0.74 | 12 | 12 | 1 | YES | VACANT parcel with no known environmental constraints at this time. |
| 17 | DURHAM RD | 525 125006200 | RES,MED,11-15 | R-3-15 | 13.0 | 0.97 | 13 | 13 | 1 | YES | VACANT parcel with no known environmental constraints at this time. |
| 18 | 3068 DECOTO RD | 543 028200902 | RES,LOW,5-7 | R-1-6 | 5.0 | 1.65 | 8 | 8 | 1 | YES | VACANT parcel with no known environmental constraints at this time. |
| TOTAL | | | | | | 29.40 | 331 | 329 | 42 | | |
| *Assumed development uses the minimum allowed residential density to calculate how many housing units this parcel would yield. | | | | | | | | | | | |
| **Realistic Unit Capacity calculates the maximum feasible development for the site, taking into account all known environmental constraints. | | | | | | | | | | | |
| *** Moderate Unit Capacity was calculated by taking 15% of any parcel yielding more than 7 possible housing units. This formula is based on the City's Inclusionary Housing Ordinance at the time this document was published. | | | | | | | | | | | |

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Table 4-5 Existing Inventory: Underutilized Residential Land
(Moderate and Above Moderate Sites)

| ID | Site Address | APN(s) | General Plan Designation | Zoning | Minimum Density | Gross Acres | Assumed Unit Capacity* | Realistic Unit Capacity** | Moderate Unit Capacity*** | Infrastructure Capacity | Existing Use & Environmental Conditions |
|----|------------------------|---------------|--------------------------|-----------------|-----------------|-------------|------------------------|---------------------------|---------------------------|-------------------------|---|
| 1 | 4325 ALDER AVE | 501 004207600 | RES,LOW,5-7 | R-1-6 | 5 | 1.47 | 7 | 21 | 3 | YES | Underutilized |
| 2 | 37505 DUSTERBERRY WAY | 501 052101304 | RES,MED,11-15 | P-2005-73(CSPC) | 13 | 0.53 | 7 | 7 | 1 | YES | Underutilized |
| 3 | 4426 PERALTA BLVD | 501 052101305 | RES,MED,11-15 | P-2005-73(CSPC) | 13 | 0.51 | 7 | 7 | 1 | YES | Underutilized |
| 4 | 4450 PERALTA BLVD | 501 052101306 | RES,MED,11-15 | P-2005-73(CSPC) | 13 | 0.79 | 10 | 10 | 1 | YES | Underutilized |
| 5 | 37555 DUSTERBERRY WAY | 501 052101307 | RES,MED,11-15 | P-2005-73(CSPC) | 13 | 0.71 | 9 | 9 | 1 | YES | Underutilized |
| 6 | PERALTA BLVD | 501 052200200 | RES,MED,11-15 | P-2005-73(CSPC) | 13 | 1.49 | 19 | 19 | 2 | YES | Underutilized |
| 7 | 4511 PERALTA BLVD | 501 055104800 | RES,MED,11-15 | P-2005-73(CSPC) | 13 | 0.60 | 8 | 8 | 1 | YES | Underutilized |
| 8 | 38619 FREMONT BLVD | 501 090000510 | RES,MED,18-23 | P-2005-72(CSPC) | 20.5 | 1.72 | 35 | 35 | 5 | YES | Underutilized |
| 9 | 38665 FREMONT BLVD | 501 090001900 | RES,MED,18-23 | P-2005-72(CSPC) | 20.5 | 0.48 | 10 | 10 | 1 | YES | Underutilized |
| 10 | 38651 FREMONT BLVD | 501 090002000 | RES,MED,18-23 | P-2005-72(CSPC) | 20.5 | 1.09 | 22 | 22 | 3 | YES | Underutilized |
| 11 | 38727 FREMONT BLVD | 501 093000105 | RES,MED,18-23 | P-2005-72(CSPC) | 20.5 | 0.42 | 9 | 9 | 1 | YES | Underutilized |
| 12 | 38853 BELL ST | 501 093001800 | RES,H,23-27 | R-3-27 | 25 | 0.44 | 11 | 11 | 1 | YES | Underutilized |
| 13 | 38871 BELL ST | 501 093001900 | RES,H,23-27 | R-3-27 | 25 | 0.42 | 11 | 11 | 1 | YES | Underutilized |
| 14 | 4467 STEVENSON BLVD | 501 096709502 | RES,LOW,5-7 | R-1-6 | 5 | 2.71 | 14 | 7 | 1 | YES | Underutilized |
| 15 | 2929 PERALTA BLVD | 501 131000202 | RES,LOW,5-7 | R-1-6 | 5 | 1.89 | 9 | 9 | 1 | YES | Underutilized |
| 16 | 37350 SEQUOIA RD | 501 131000902 | RES,H,23-27 | R-G-19 | 25 | 4.55 | 114 | 114 | 14 | YES | Underutilized |
| 17 | 37588 FREMONT BLVD | 501 147002701 | RES,LOW,5-7 | R-G-19 | 5 | 10.76 | 54 | 17 | 2 | YES | Underutilized |
| 18 | 35601 NILES BLVD | 507 003000213 | RES,LOW,5-7 | R-1-6 | 5 | 4.03 | 20 | 20 | 3 | YES | Underutilized |
| 19 | 39393 MISSION BLVD | 507 045500200 | RES,H,23-27 | R-3-27 | 25 | 0.50 | 13 | 13 | 1 | YES | Underutilized |
| 20 | 39311 MISSION BLVD | 507 045500300 | RES,H,23-27 | R-3-27 | 25 | 1.41 | 35 | 35 | 5 | YES | Underutilized |
| 21 | 50 MOWRY AVE | 507 052703400 | RES,MED,15-18 | R-3-18 | 16.5 | 0.69 | 11 | 11 | 1 | YES | Underutilized |
| 22 | 38437 MISSION BLVD | 507 052703603 | RES,MED,15-18 | R-3-18 | 16.5 | 0.51 | 8 | 8 | 1 | YES | Underutilized |
| 23 | 38453 MISSION BLVD | 507 052703702 | RES,MED,15-18 | R-3-18 | 16.5 | 1.08 | 18 | 18 | 2 | YES | Underutilized |
| 24 | 38505 MISSION BLVD | 507 052703802 | RES,MED,15-18 | R-3-18 | 16.5 | 1.70 | 28 | 28 | 4 | YES | Underutilized |
| 25 | 38539 MISSION BLVD | 507 052703902 | RES,MED,15-18 | R-3-18 | 16.5 | 1.92 | 32 | 32 | 5 | YES | Underutilized |
| 26 | 243 MORRISON CANYON RD | 507 063000201 | RES,LOW,5-7 | R-1-6(H-I) | 5 | 1.92 | 10 | 10 | 1 | YES | Underutilized |
| 27 | 41948 MISSION BLVD | 513 045000402 | RES,LOW,5-7 | R-1-6(H-I) | 5 | 2.23 | 11 | 11 | 1 | YES | Underutilized |
| 28 | 42012 MISSION BLVD | 513 045000510 | RES,LOW,5-7 | R-1-6(H-I) | 5 | 3.09 | 15 | 15 | 2 | YES | Underutilized |
| 29 | 42092 MISSION BLVD | 513 045000512 | RES,LOW,5-7 | R-1-6(H-I) | 5 | 5.43 | 27 | 27 | 4 | YES | Underutilized |
| 30 | 42232 MISSION BLVD | 513 045000602 | RES,LOW,5-7 | O-S | 5 | 4.42 | 22 | 22 | 3 | YES | Underutilized |

Table 4-5 Existing Inventory: Underutilized Residential Land
(Moderate and Above Moderate Sites)

| | | | | | | | | | | | |
|--|--------------------|---------------|---------------|----------------|------|--------|------|------|-----|-----|---------------|
| 31 | 42154 PALM AVE | 513 047200502 | RES,LOW,3-5 | A | 3 | 4.16 | 12 | 12 | 1 | YES | Underutilized |
| 32 | 42186 PALM AVE | 513 047200602 | RES,LOW,3-5 | A; R-1-10 | 3 | 4.45 | 13 | 13 | 1 | YES | Underutilized |
| 33 | MISSION BLVD | 513 047301210 | RES,LOW,3-5 | R-1-10 | 3 | 10.10 | 30 | 30 | 5 | YES | Underutilized |
| 34 | KATO RD | 519 101005803 | RES,H,23-27 | P-2005-292(F) | 25 | 2.72 | 68 | 68 | 10 | YES | Underutilized |
| 35 | 48887 KATO RD | 519 101006100 | RES,MED,18-23 | P-2005-292 | 20.5 | 0.97 | 20 | 20 | 3 | YES | Underutilized |
| 36 | 48887 KATO RD | 519 101006100 | RES,MED,11-15 | P-2005-292 | 13 | 1.19 | 15 | 15 | 2 | YES | Underutilized |
| 37 | 787 SCOTT CREEK RD | 519 108002702 | RES,LOW,5-7 | R-1-6 | 5 | 5.04 | 25 | 25 | 4 | YES | Underutilized |
| 38 | 48495 URSA DR | 519 108004700 | RES,LOW,5-7 | R-1-6 | 5 | 2.65 | 13 | 13 | 1 | YES | Underutilized |
| 39 | 2450 DURHAM RD | 519 144501100 | RES,LOW,5-7 | P-2006-274 | 5 | 3.35 | 17 | 50 | 8 | YES | Underutilized |
| 40 | 675 SCOTT CREEK RD | 519 170304700 | RES,LOW,5-7 | R-1-6 | 5 | 2.25 | 11 | 11 | 1 | YES | Underutilized |
| 41 | 41911 OSGOOD RD | 525 033900102 | RES,H,23-27 | R-3-27 | 25 | 0.81 | 20 | 20 | 3 | YES | Underutilized |
| 42 | 41965 OSGOOD RD | 525 033900200 | RES,H,23-27 | R-3-27 | 25 | 0.73 | 18 | 18 | 2 | YES | Underutilized |
| 43 | 42021 OSGOOD RD | 525 033900302 | RES,H,23-27 | I-L | 25 | 1.99 | 50 | 50 | 8 | YES | Underutilized |
| 44 | OSGOOD RD | 525 033900404 | RES,H,23-27 | R-3-27 | 25 | 1.27 | 32 | 32 | 5 | YES | Underutilized |
| 45 | 42183 OSGOOD RD | 525 033900406 | RES,H,23-27 | R-3-27(F-W) | 25 | 0.35 | 9 | 9 | 1 | YES | Underutilized |
| 46 | OSGOOD RD | 525 033901004 | RES,H,23-27 | O-S(F); R-3-27 | 25 | 4.05 | 101 | 101 | 15 | YES | Underutilized |
| 47 | 41655 OSGOOD RD | 525 034200200 | RES,H,23-27 | R-3-27 | 25 | 0.67 | 17 | 17 | 2 | YES | Underutilized |
| 48 | 41791 OSGOOD RD | 525 034200400 | RES,H,23-27 | R-3-27 | 25 | 0.38 | 9 | 9 | 1 | YES | Underutilized |
| 49 | 41829 OSGOOD RD | 525 034200500 | RES,H,23-27 | R-3-27 | 25 | 0.67 | 17 | 17 | 2 | YES | Underutilized |
| 50 | 41875 OSGOOD RD | 525 034200602 | RES,H,23-27 | R-3-27 | 25 | 0.72 | 18 | 18 | 2 | YES | Underutilized |
| 51 | 41868 OSGOOD RD | 525 034502102 | RES,H,23-27 | R-3-27 | 25 | 0.55 | 14 | 14 | 2 | YES | Underutilized |
| 52 | 34653 FREMONT BLVD | 543 024716302 | RES,MED,18-23 | R-G-24 | 20.5 | 1.12 | 23 | 23 | 4 | YES | Underutilized |
| 53 | 34734 FREMONT BLVD | 543 029600604 | RES,LOW,5-7 | R-1-6 | 5 | 6.47 | 32 | 16 | 2 | YES | Underutilized |
| 54 | 3853 DECOTO RD | 543 030000104 | RES,MED,18-23 | R-1-6 | 20.5 | 0.55 | 11 | 11 | 1 | YES | Underutilized |
| 55 | 3871 DECOTO RD | 543 030000202 | RES,MED,18-23 | R-1-6 | 20.5 | 0.32 | 7 | 7 | 1 | YES | Underutilized |
| 56 | 34826 FREMONT BLVD | 543 030001302 | RES,MED,18-23 | R-1-6 | 20.5 | 0.70 | 14 | 14 | 2 | YES | Underutilized |
| 57 | 3893 DECOTO RD | 543 030001400 | RES,MED,18-23 | R-1-6 | 20.5 | 0.81 | 17 | 17 | 2 | YES | Underutilized |
| 58 | 3858 BEARD RD | 543 033602300 | RES,MED,18-23 | R-3-23 | 20.5 | 2.02 | 41 | 41 | 6 | YES | Underutilized |
| 59 | 34044 FREMONT BLVD | 543 033602400 | RES,MED,18-23 | R-3-23 | 20.5 | 0.80 | 16 | 16 | 2 | YES | Underutilized |
| 60 | 3777 DECOTO RD | 543 041010800 | RES,LOW,5-7 | P-95-1 | 5 | 1.60 | 8 | 8 | 1 | YES | Underutilized |
| 61 | ARDENWOOD BLVD | 543 043913000 | RES,MED,15-18 | P-2005-80 | 16.5 | 5.98 | 99 | 99 | 15 | YES | Underutilized |
| | TOTAL | | | | | 128.98 | 1406 | 1393 | 188 | | |
| | | | | | | | | | | | |
| *Assumed development uses the minimum allowed residential density to calculate how many housing units this parcel would yield. | | | | | | | | | | | |
| **Realistic Unit Capacity calcualtes the maximum feasible development for the site, taking into account all known environmental constraints. | | | | | | | | | | | |

Table 4-6 is a summary of all the unit capacity displayed from tables 4-1 to 4-5.

| | INCOME GROUP SERVED | | | | TOTAL UNITS |
|--|----------------------------|--------------------|------------------|-----------------------|----------------------|
| | VERY LOW | LOW | MODERATE | ABOVE MODERATE | |
| Regional Housing Needs Determination | 1,348 Units | 887 Units | 876 Units | 1,269 Units | 4,380 Units |
| Building Permits Issued 1/1/2007-12/31/2007 | 0 Units | 0 Units | 78 Units | 322 Units | 400 Units |
| Building Permits Issued 1/1/2008-12/31/2008 | 0 Units | 0 Units | 44 Units | 223 Units | 267 Units |
| Under Construction 1/1/2007-12/31/2008 | 0 Units | 0 Units | 60 Units | 415 Units | 475 Units |
| Entitlements Approved 1/1/2007-present | 122 Units | 25 Units | 87 Units | 771 Units | 1,005 Units |
| Residential Land 30du/ac Available (Table 4-2) | 1,100 Units | 734 Units | 0 Units | 0 Units | 1,834 Units |
| Community Commercial Land Mixed Use 30du/ac Available (Table 4-3) | 388 Units | 259 Units | 0 Units | 0 Units | 647 Units |
| Residential Vacant Land Available (Table 4-4) | 0 Units | 0 Units | 42 Units | 287 Units | 329 Units |
| Residential Underutilized Land Available (Table 4-5) | 0 Units | 0 Units | 188 Units | 1,205 Units | 1,393 Units |
| TOTAL | 1,610 Units | 1,018 Units | 499 Units | 3,223 Units | 6,350 Units |
| Unmet Regional Housing Needs Determination | (262) Units | (131) Units | 377 Units | (1,954) Units | (1,970) Units |

Source: City of Fremont: Annual Housing Report 2007, 2008, Development Activity Report May 2009, Table 4-2, 4-3, 4-4 and 4-5.

* This includes a 60% Very Low and 40% Low Income breakdown amongst parcels developing at 30du/ac on either residential or mixed use community commercial land.

4.5 EMERGENCY, TRANSITIONAL AND SUPPORTIVE HOUSING

4.5.1 Homeless Analysis

Providing housing for the homeless is a significant social concern in Alameda County and Fremont. According to the Alameda Countywide Homeless Continuum of Care Council, more than 1,260 are homeless on any given night in the South and East County subarea, which includes Fremont, and as many as 16,000 people are homeless during the course of a year in Alameda County. No specific homeless counts are available for Fremont; however, according to the 2000 census, 41 percent of the South and East County subarea population resides in Fremont. For purposes of this analysis, it is assumed that 41 percent of the homeless in the South and East County also reside in Fremont. It should be noted that an updated homeless count will be conducted in Alameda County, including Fremont, in January 2009. The updated numbers, when available, will provide a more accurate estimate of Fremont's homeless population.

Homelessness in Fremont is likely due to high housing costs, a shortage of affordable housing, and such factors as mental illness, substance abuse and domestic violence. Fremont and South and East Alameda County areas have a disproportionately high number of homeless families compared to the County as a whole: 47 percent of Fremont's homeless are estimated to be children, compared to 28 percent Countywide.

Table 4-7: Homeless Population of Fremont and Alameda County

| Household Composition | Alameda County | South & East County | Fremont* |
|-------------------------------|----------------|---------------------|--------------------|
| Adults – Single | 2,975 | 262 | 9% 138 5% |
| Adults – Person in Couples | 549 | 71 | 13% 37 7% |
| Adults – Accompanied by Child | 936 | 334 | 36% 175 19% |
| Children with Surveyed Adult | 1,755 | 592 | 34% 311 18% |
| TOTAL | 6,215 | 1,260 | 20% 661 11% |

* Estimate – 52.4% of South and East County population as Fremont for 2008

Source: Alameda Countywide Shelter and Services Survey: County Report³⁵

Table 4-8: Homeless Population of South and East Alameda County (Surveyed Individuals)

| Demographics | South & East County | Alameda County |
|--------------------------------|---------------------|----------------|
| Gender | | |
| Female | 70% | 47% |
| Male | 30% | 53% |
| Age | | |
| Under 22 | 5% | 3% |
| 22-24 | 1% | 3% |
| 25-34 | 23% | 15% |
| 35-44 | 52% | 36% |
| 45-54 | 11% | 29% |
| 55-64 | 1% | 9% |
| 65 and up | 4% | 6% |
| Average Age | 40 | 43 |
| Race/Ethnicity | | |
| American Indian/Alaskan Native | 9% | 5% |
| Asian | 8% | 3% |
| Black/African American | 20% | 54% |
| Hispanic | 32% | 15% |
| White | 26% | 20% |
| Other | 5% | 2% |

Source: Alameda Countywide Shelter and Services Survey: County Report³⁶

Table 4-7 and Table 4-8 include data from the “2004 Alameda Countywide Shelter and Services Survey: County Report” on the homeless population for South and East Alameda County subarea and for Alameda County as a whole. The Fremont-specific numbers in Table 4-7 were calculated based on the Alameda Countywide Shelter and Services Survey, a supplemental County homelessness survey conducted in 2008. The 2004 survey also revealed the following information regarding the homeless population:

- 20 percent of homeless adults in the County have been in foster care, juvenile justice or other forms of institution prior to age 18.
- One in three homeless individuals under the age 30 experienced a child welfare system placement prior to age 18.
- One in five homeless individuals has served in the United States military.
- 58 percent of homeless adults in the County have one or more disabilities, including mental illness, HIV/AIDS and other physical disabilities.

- Nearly 1,000 individuals with mental illness in the County are homeless on any given night, and over 30 percent of those are dually diagnosed with a substance abuse addiction.
- 12 percent of homeless adults in the South and East County subarea and 15 percent of homeless adults in the County are victims of physical violence or assault.³⁷

4.5.2 EveryOne Home Plan

The most comprehensive document highlighting the homeless population's needs in Alameda County is the EveryOne Home Plan, a collaborative countywide effort to prevent and end the cycle of homelessness. EveryOne Home is a multi-jurisdictional comprehensive plan that "coordinates three systems-housing, mental health and HIV/AIDS-in recognition of the importance of systems integration in ending homelessness." The City of Fremont is a member of the EveryOne Home collaborative initiative and adopted the Plan in January 2007. This Plan establishes five major goals, one of which is to "increase the housing opportunities for the plan's target populations," including the homeless, mentally disabled and those living with HIV/AIDS. By adopting the Plan, Fremont has pledged to end the cycle of homelessness.

4.5.3 Needs Assessment

Table 4-9 identifies the existing housing resources for homeless individuals in the City of Fremont. The table includes year-round and seasonal inventory of beds separated by individuals and families.

Table 4-9: Existing Resources for the Homeless

| | Type | Individual Beds | Family Units | Family Beds |
|---|--|-----------------|--------------|-------------|
| Sunrise Village | Emergency Shelter | 30 | 10 | 36 |
| Safe Alternatives to Violent Environments (SAVE) | Emergency Shelter | 30 | - | - |
| AASRA | Emergency Shelter | 6 | - | - |
| Bridgeway Apartments | Transitional Housing | - | 26 | - |
| Winter Relief Program | Seasonal Emergency Shelter (October ~ April) | - | 11 | 40 |
| TOTAL | | 66 | 47 | 76 |

Abode Services (AS) operates Sunrise Village emergency shelter and support center for homeless individuals and families. Sunrise Village offers supportive services such as case management, employment consultation, permanent housing location and childcare services. Sunrise Village can house up to 66 people for up to 3 months at a time and operates at full capacity on a year-round basis. AS also operates the Winter Relief program that provides shelter for up to 40 people.

AS also operates the Bridgeway Apartments which provides 26 units of transitional housing to individuals and families transitioning out of homelessness.

Safe Alternatives to Violent Environments (SAVE) provides emergency shelter of 30 individuals for up to 60 days for victims of domestic violence. AASRA also provides emergency shelter to victims of domestic violence.

In addition, homeless individuals and families transitioning out of homelessness have access to two transitional housing facilities outside the City limits: Alliance Housing permanent supportive housing with 27 units located in Castro Valley; and Banyan House transitional co-housing facility in unincorporated area of Alameda County.

4.5.4 Unmet Need

Sunrise Village emergency shelter operates at full capacity on a year-round basis and 398 homeless individuals were housed in Fiscal Year 2007-2008 with 50 families on the waiting list. The Winter Relief seasonal emergency shelter houses up to 11 families at any one time during the months of October through April with approximately 10~15 families on the waiting list. Abode Services receives five to ten calls from homeless individuals for shelter

availability per day and an average of two calls from homeless families a day.

Table 4-10 summarizes the estimated number of the homeless in Fremont on any given night. The unmet needs are derived by estimating the total number of homeless individuals and families in Fremont (52.4 percent of the total homeless population for South and East County during the 2008 homeless survey), then subtracting the existing available resources at Sunrise Village, other emergency shelters and the Winter Relief Program.

Table 4-10: Estimate of Daily Average Number of Persons Lacking Shelter

| | Individuals | Families | Total |
|---------------------|--------------------|-----------------|--------------|
| Homeless Estimate | 128 | 483 | 611 |
| Available Resources | 66 | 76 | 142 |
| Unmet Needs | 62 | 407 | 469 |

Source: City of Fremont

While Fremont has allocated significant resources to assist homeless individuals and families, there is still a large unmet need. Additional shelter beds, transitional housing, affordable permanent housing, and supportive services are necessary to meet the goal of ending homelessness in the community. Action 5.02-C carries forward the City's commitment to address homeless needs, and several other actions are aimed at expanding the supply of affordable housing and supportive services.

4.5.5 Emergency Shelters

As required by Government Code Section 65583 (a)(4), the City must identify at least one zoning district where emergency shelters are allowed as a permitted use without a conditional use permit or other discretionary action. This section explains the City's policy which allows emergency shelters as a permitted use in the I-L (Light Industrial) zoning district and with a conditional use permit in all other district where the use is allowed. The section also analyzes the City's capacity to accommodate the need for emergency shelters.

Zoning

In the City of Fremont, permanent emergency shelters are operated year-round and temporary emergency shelters are operated for a duration of one month as an accessory use to a public or quasi-public use such as a religious facility. Emergency shelters, both permanent and temporary, are a permitted use in the I-L (Light Industrial) zoning district and require a conditional use permit in other districts (R-1, R-2, R-3, R-G, C-O, C-N, C-C, C-T, I-R and G-I) where the use is allowed.

Lands designated I-L are in close proximity to major arterials, transit and neighborhood services. There are approximately 472.61 acres in the I-L zoning district with approximately 21 acres currently identified as opportunity sites for development or conversion to an emergency shelter. Sunrise Village provides 66 beds with supportive services on a two acre parcel (the shelter building itself is 17,500 square feet). Assuming conservatively that a shelter can provide 33 beds/acre, there is sufficient land available on opportunity sites in the

I-L zoning district for 693 additional beds, sufficient to meet Fremont's estimated need.

Permit Procedure

Permanent and temporary emergency shelters, where permitted, shall comply with development standards and permit procedures that would apply to commercial developments in the same zone and in addition, development and management standards permitted under State law. The City requires the following performance standards related to development and management of shelters:

- Proximity to other emergency shelters: Three hundred (300) feet from any other emergency shelter.
- Hours of Operation: Facilities shall establish set hours for client intake and discharge.
- Maximum Number of Beds: Temporary emergency shelters operated by a public or quasi-public organization as described in subsection (a) are limited to 40 beds. All other emergency shelters are limited to 100 beds.
- Parking: A minimum of three parking spaces; plus, one additional parking space per ten beds. In addition, one parking space per 250 square feet for supportive services and offices.
- Yards shall conform to the zoning district yard requirements in which it is located.
- On-site Management: On-site personnel shall be provided at all times.
- Waiting and Client Intake Area: A waiting and client intake area of not less than one hundred (100) square feet shall be provided.
- Lighting: Facilities shall provide security and safety lighting in the parking lot, and on buildings, and pedestrian accesses.
- Security: Facilities shall provide secure areas for personal property.
- Life Safety and Security: All projects shall be evaluated for compliance with building codes, fire codes and local building security regulations.

4.5.6 Supportive Housing

Supportive housing targets adults with low incomes having one or more disabilities, including mental illness, HIV or AIDS, substance abuse, or other similar conditions. Supportive housing tenants may include families with children, elderly persons, young adults aging out of the foster care system, individuals exiting from institutional settings, veterans, or the homeless, among others. Supportive housing has no limit on length of stay and offers onsite or offsite services that assist the supportive housing resident in retaining the housing,

improving his or her health status, and maximizing his or her ability to live and, when possible, work in the community. The City has added a new Goal 7 in this housing element update, “Ensure Availability of Supportive Services to Help People Stay Housed,” to highlight the importance of providing supportive services both on-site and at convenient locations in the community. Policy 7.2 encourages on-site supportive services in affordable housing developments.

Zoning

Supportive housing is a residential use permitted in any zoning district (R-1, R-2, R-3 and R-G) where residential use is a permitted use. Supportive services for onsite supportive housing are permitted as an accessory use in residential zoning districts.

Permit Procedure

Supportive housing, where permitted, shall comply with development and management standards that would apply to residential developments in the same zone.

4.5.7 Transitional Housing

Transitional housing and transitional housing development are buildings configured as rental housing developments, but operated to assist individuals and families transitioning from homelessness. Services are provided for at least six months and when the assistance is terminated, the available unit shall be re-circulated to another eligible program recipient.

Zoning

Transitional housing is a residential use permitted in any zoning district (R-1, R-2, R-3 and R-G) where residential use is a permitted use.

Permit Procedure

Transitional housing, where permitted, shall comply with development and management standards that would apply to residential developments in the same zone.

4.5.8 Analysis of Constraints

In public outreach conducted by the City, no specific constraints specifically related to emergency shelters were identified. However, based on the City’s previous experience, emergency shelters are subject to many of the same constraints as affordable housing. These constraints are described in more detail in Chapter 5.

4.5.9 Summary of City’s Ongoing Efforts

The City of Fremont has taken a number of steps and is involved in ongoing efforts to combat homelessness. These include:

- Providing local funding for operation of the Sunrise Village emergency shelter and the SAVE emergency shelter;

- Serving as facilitator and fiscal agent for the Homeless Opportunities for People Everywhere (HOPE) collaborative effort providing mobile and interdisciplinary services to the homeless;
- Active participation in the EveryOne Home collaborative working to eliminate homelessness Countywide;
- Funding for construction and maintenance of emergency and transitional shelters and permanent supportive housing—examples from 2008 include \$146,000 to AS for replacement of a plumbing line at Sunrise Village and \$488,157 in CDBG funds to Eden Housing for site acquisition for a permanent supportive housing project; and
- Zoning that complies with SB2 for emergency shelters, supportive housing, and transitional housing (as described above).

4.6 SECOND DWELLING UNITS

Consistent with Chapter 1062, Statutes of 2002 (AB 1866), the City of Fremont allows a second dwelling unit (SDU) by right in all single-family residential zones. Permit approval is subject to a planning staff level ministerial review. There is no discretionary review or public hearing associated with the SDU permit process, and applicants are only required to meet a certain set of criteria to be eligible for the SDU permit approval. A summary of these criteria is as follows:

- Location
 - Only one SDU shall be allowed in conjunction with an existing or proposed single-family dwelling on a legal lot with a minimum lot area equal to or greater than 5,000 square feet;
 - A SDU shall not be allowed on a lot greater than 7,500 square feet located in the R-G district or on a lot greater than 6,000 square feet located in the R-3 district;
 - A SDU shall not be allowed on constrained land as identified;
 - A SDU is not required to meet the density requirements of the General Plan, but shall otherwise be consistent with General Plan text and diagrams as provided;
 - A SDU may be attached to (i.e. though conversion of existing floor area or addition of new floor area) or detached from the existing/proposed principal dwelling; and
 - A SDU shall be located only within an area of the lot allowed for single family dwelling as established by its zoning district. These SDUs may be established through conversion of existing or construction of new floor area.
- Occupancy
 - The SDU may be occupied as a separate single family dwelling unit, as long as the owner of the property occupies one of the two units located on the lot.
- Size

- The SDU may range between 700-900 square feet in size, depending on the size of the parcel.
- Design
 - The SDU must have a permanent foundation and shall incorporate architectural features compatible with the principal dwelling unit.

4.7 SINGLE ROOM OCCUPANCY (SRO)

The City adopted provisions in its Zoning Code to permit single-room occupancy (SRO) units in R3 zoning districts in May 2003. Provisions of the City's changes included:

- Updating the City's Zoning Code to reflect that "efficiency" apartments also include SRO units;
- Counting SRO units as a half-unit for density calculations; and
- Updating parking requirements to reflect new SRO unit housing types in the R-3 Multifamily zoning district.

The new definition for SRO was modified to reference the applicable California Building Code, which established minimum sizes and occupancies and requires cooking and bathing facilities. Additionally, the code limits the size of any SRO unit to 300 square feet. The size limitation was the justification for counting each SRO as one-half a dwelling unit for density purposes, thereby allowing SRO's to develop at twice the generally allowable densities.

Parking requirements were also modified, lowering the overall requirements for SRO's, as shown in Table 4-11.

Table 4-11: Parking Requirements for SRO units

| | Previous Requirements | Modified Requirements |
|-------------------|-----------------------|-----------------------|
| Multi-Family, SRO | 2.0 per unit | 1.0 per unit |

Source: FMC

4.8 SPECIAL RESIDENTIAL CARE FACILITIES

The Lanterman Developmental Disabilities Services Act (Lanterman Act) sets out the rights and responsibilities of persons with developmental disabilities. The Lanterman Act impacts local zoning ordinances by requiring the use of property for the care of six or fewer disabled persons to be classified as a residential use under zoning. More specifically, a State-authorized, certified or licensed residential care home, foster home or group home serving six or fewer disabled persons or dependent or neglected children on a 24-hour-a-day basis is considered a residential use to be permitted in all residential zones. No local agency can impose stricter zoning or building and safety standards on these homes. The FMC identifies "special residential care facilities" (six or fewer occupants) as a permitted use in all residential zoning districts.

The City does require a Conditional Use Permit process for residential care facilities for 7 or more persons. The FMC calls these facilities, "Nursing or Convalescent Homes" and is

conditionally allowed in the R-2, R-3 and R-G zoning districts of the City.

4.9 MANUFACTURED HOUSING

The FMC Section 8-22149 permits manufactured housing in any residential district within the City as long as certain residential development standards are met as noted in the code.

There are currently 756 mobile homes in Fremont. The City has enacted a Mobile Home Rent Stabilization Ordinance which aims to protect mobile home dwellers from sudden sizable rent increases. The City also works with property owners to try to preserve existing mobile homes.

4.10 FARM EMPLOYEE HOUSING

Despite the limited number of farmworkers in the City and surrounding area, the City allows employee housing, including housing for farmworkers, consistent with State law. The FMC Section 8-22149(c) allows employees to live in temporary mobile homes as designated specifically for agricultural employees.

4.11 OPPORTUNITIES FOR ENERGY CONSERVATION

Section 65583(a)(7) requires the Housing Element to contain “an analysis of opportunities for energy conservation with respect to residential development.” These opportunities present themselves both through new construction and through renovation. There are a number of weatherization and energy savings programs that are specifically targeted to lower income households.

All new construction in Fremont is subject to the requirements of the California Energy Commission’s Title 24 energy efficiency standards. These standards apply to wall and ceiling insulation, thermal mass, and window to floor area ratios and are designed to reduce heat loss and energy consumption. A report indicating conformance with the energy standards is usually performed by an energy consultant following methods approved by the State. The Title 24 requirements also apply to major remodeling projects such as home additions.

Natural Resources (NR) Goal 10 of the Fremont General Plan promotes building and site design standards, which conserve energy. Policy NR 10.1.1 calls for public education on energy regulations and energy efficiency. Policy NR 10.1.3 encourages maximum feasible energy efficiency in site design, building orientation, landscaping, and development of recreation facilities. Policy NR 10.1.4 encourages private developers to provide a choice of energy sources in buildings so that consumers may choose the most efficient energy source for any particular need.

In November 2008, the City Council adopted a series of recommendations aimed at making Fremont more sustainable. Under one of the adopted measures, the City now strongly encourages residential development to achieve a minimum score using a Green Building checklist (as of December 2008, the goal is 50 points on the Build It Green residential checklist, although the point total and checklist used may be changed in the future).

Currently, a project must exceed Title 24 requirements by 15 percent in order to achieve the standard.

Action 2.01-G in Chapter 6 of the Housing Element calls for the Redevelopment Agency to evaluate a solar panel incentive program for multifamily affordable housing developments. If an incentive program is adopted, it will result in energy savings and also reduction in utility costs for residents of these complexes.

As part of General Plan 2030 (the General Plan update currently underway), the land use and transportation plans will emphasize energy conservation by promoting higher density, transit-oriented development.

Pacific Gas and Electric (PG&E) offers several programs to reduce the burden of energy bills for lower income residential customers and to assist all customers with energy conservation. The utility offers customer incentives for conservation, including rebate programs for old appliances and free energy audits. It has an extensive public education and outreach program, highlighting energy saving tips. Specific programs assisting lower income households are listed below:

- CARE (California Alternate Rates for Energy) is PG&E's discount program for low income households and housing facilities. CARE provides a 20 percent discount on monthly energy bills and waives recent surcharges for lower income households. The program applies to single family homeowners, tenants who are metered or billed by landlords, and group living facilities.
- FERA (Family Electric Rate Assistance) is PG&E's rate reduction program for large low income households with three or more people CARE provides a discount on monthly energy bills to households meeting the size and income requirements.
- REACH (Relief for Energy Assistance for Community Help) is a one-time energy assistance program for low income homeowners who cannot pay their utility bill because of a sudden financial hardship. The program is targeted to the elderly, disabled, sick, working poor, and unemployed. Eligibility is determined by the Salvation Army and requires a household income that does not exceed 200 percent of the federal poverty level.
- Energy Partners is PG&E's free weatherization program. Approved contractors work with low income customers to make their homes more energy efficient. The work usually involves weather stripping, additional insulation, and furnace repair. Income restrictions apply.

PG&E also offers reduced rates for residential customers dependent on life support equipment, or with special heating and cooling needs due to certain medical conditions. The utility also offers a balanced payment plan for customers who experience higher heating or cooling costs during the extreme weather months. PG&E works with community-based organizations and local governments to determine additional measures that may assist lower income households.

In addition to the above programs, the California Department of Health and Human

Services has a Low Income Home Energy Assistance Program (LIHEAP) to assist low income homeowners with weatherization and energy bills. The LIHEAP Weatherization Program provides free weatherization services such as attic insulation, weather-stripping, and minor home repairs. LIHEAP also provides payments for weather-related or energy-related emergencies, and financial assistance to eligible households.

Heating and cooling costs can represent a substantial share of the housing budget for lower income and/or special needs households. The City is working proactively to promote energy conservation and enforce Title 24 standards for new construction. The City will continue working with PG&E to reduce the energy cost burden for Fremont households, primarily through PG&E's weatherization and financial assistance programs.

Chapter 5: Constraints on Housing

5.1 GOVERNMENTAL CONSTRAINTS

Regulations, while intentionally governing the quality of development in the community, can also unintentionally increase the cost of development and thus the cost of housing. These governmental constraints can include land use controls, local building and fire codes and their enforcement, on and off-site improvements, fees and other exactions required of developers as well as local processing and permit procedures.

The following sections describe and analyze potential constraints to the development of housing within the City. This chapter also identifies the City's efforts to remove constraints and/or establish implementation actions to remove those constraints that remain. The overall goal is to remove constraints that could hinder Fremont from meeting its share of the regional housing need and from meeting the need for housing for persons with disabilities, supportive housing, transitional housing and emergency shelters.

Potential constraints were identified by housing developers (both for- and non-profit), housing advocates and other interested parties that participated in a work session sponsored by the City on September 9, 2008. Additionally the City held several community meetings to discuss housing issues as described in Chapter One of this element, during which certain housing constraints were also identified.

5.2 POTENTIAL CONSTRAINTS

5.2.1 Zoning and other Land Use Controls

While Fremont's last housing element is analyzed in Chapter Two, a bit of historical context is important to the discussion of constraints. Fremont's last Housing Element resulted in substantial changes to the City's zoning and land use controls. In particular, the City took action to:

- Zone land in excess of that required to meet the regional housing needs allocation
- Eliminate an outmoded density classification system and require new development to achieve the midpoint of a given density range unless there were environmental or historical constraints.
- Adopt a conforming density bonus ordinance (including a subsequent revision for conformity with State law).
- Create a new multi-family zoning district with improved flexibility in setbacks, increased height allowances and reduced open space requirements.
- Amend single-family zoning districts to provide for development opportunities at the high end of the density range where previously they were geared to only allow the low end of the density range.

- Update the City's Second Unit ordinance, making parking compliance feasible for all units that have at least a driveway space, increased the size of second units from 600 square feet to 700-900 square feet dependent on lot size and eliminated discretionary permits as required by State law.
- Amend the Reasonable Accommodation Ordinance to eliminate the public hearing requirement for certain types of requests.
- Amend zoning requirements to eliminate regulations inconsistent with state laws relating to manufactured housing.
- Modify parking requirements to link the number of spaces to bedroom count versus a per unit requirement; allow for tandem parking where previously it was prohibited; and create findings for parking reductions, e.g., reductions near transit, services, or based upon needs of residents.
- Allow for mixed-use development in a variety of commercial districts where it was previously not allowed; adopt a new Mixed-Use ordinance whereby a previous mandatory requirement for 51 percent commercial use was removed in favor of maintaining a commercial street (ground floor) presence on commercial streets.
- Continue to zone land (at densities at or over 30 units/acre) to maintain a land inventory capable of meeting regional housing needs for lower income households.
- Amend the City's ordinances and policies to conform to SB-2.

As noted above, the City of Fremont has made substantial changes over the past Housing Element cycle. The City of Fremont does not currently have zoning standards relating to lot coverage or minimum unit size. Additionally, the City has no growth control program or housing development limits.

Height: The City allows up to 52 feet for multiple-family and mixed-use zones, which to date have readily accommodated densities of 30-70 units/acre. The City's current maximum density is 70 units/acre. The City currently has a proposal for a project at 77 units/ acre (utilizing a density bonus). The proposed buildings are 50 feet tall, well within the City's established height limits. Furthermore, the City allows increases in height subject to a Finding application. To date, such findings have been limited to requests for hotels. Within the Central Business District (the center of the City) there are no height limits.

In regards to setbacks, the City's newer multi-family zone (R-3) allows up to 52 feet in height while restricting building height to 30 feet when the structure is within 50 feet of properties zoned at densities less than 10 units/acre. This standard has been extremely effective in allowing higher densities to integrate with surrounding lower density neighborhoods. The Maple Square project used two story structures adjacent to single family homes but also included three floors of housing (atop a podium garage) to effectively increase density on the site.

Further flexibility can be granted through Site Plan and Architectural Review, Planned District rezoning or Findings for increased building height. All of these approaches are extremely rare in relation to building height increase requests as the City standards do not appear to constrain development.

Open Space: During outreach related to housing, one issue raised was the City's open space standard. Some expressed concern that the standard was too high, while others suggested more open space may be needed in more isolated locations of the City. Suggestions included allowing for indoor recreation space to be counted.

The City now requires a minimum of 500 square feet of open space in a project. For each unit over five units, the City requires an additional 50 square feet. The City finds that this is a relatively urban standard and works well for higher density projects, but that it works less well for projects where the density is under 20 units/acre. The City needs to explain its standards to applicants more clearly, but indoor open space, roof space and parks within ½ mile of a project site are or can be counted towards a project's requirement. In mixed-use developments, the City doesn't have a minimum requirement for open space but emphasizes quality over quantity.

The recently-approved Peralta Senior Housing project is an example where outdoor open spaces were supplemented by indoor computer labs, community rooms, etc. to effectively meet City requirements. This was seen as extremely appropriate to the population being housed. The project was so favorably received that it was recommended by the Planning Commission and approved by the City Council on their respective "Consent Calendars".

Overall, the City finds the open space requirements are flexible and appropriate, especially for higher density projects. For lower density projects, developers to date have been offering more than is required by the City in order to improve marketability and create a sense of place.

One area under review currently, is very small multifamily projects where setting aside a token 500 to 1000 square feet of common open space appears to be a hardship in that it typically requires a Home Owner's Association to maintain it. The City is currently considering larger private yards in-lieu of a common open space requirement as part of the development of Multifamily Design Guidelines and implementing zoning code amendment.

Recommendation: Reconsider the need for common open space requirements in smaller projects as part of the Multifamily Design Guidelines effort. See Action 2.01-A.

Parking: As can be imagined, parking is more of a concern for affordable and special needs housing projects than it is for market rate projects. Affordable and special needs housing providers routinely ask the City to consider lower parking requirements. The City has received and typically grants these requests based upon findings rather than through an outright standard because of the significant variations in need. Additionally, the City has granted reductions for projects that then did not receive State or Federal funding because those agencies felt that if the project failed, it would need to compete in the marketplace. As a case in point, the City approved an Assisted Living Project with reduced parking. The project received both federal and City Redevelopment Agency housing funds for "affordable

assisted living-units” within the project. Subsequently, after construction, the operator failed and the federal government repossessed the property and auctioned it off. The lower than normal parking for an assisted living facility limited its reuse potential and buyer pool and prevented the project from being sold as apartments or a communal type living arrangement whereby parking would have been in greater demand.

Additionally, the City has experimented with tandem parking allowances and reduced parking requirements when parking is not assigned to a unit or individual. To date tandem parking allowances have been favorably received, particularly by developers building affordable or inclusionary units. The City has been reviewing completed projects to determine if residents are using tandem spaces or if visitor/guest parking spaces are being adversely impacted. The City has also encouraged and in a few cases required that parking within multi-family projects be unassigned. This is very unpopular with market rate projects, as future owners almost always demand assigned parking. In managed affordable projects, unassigned parking shows some promise.

Recommendation: Consider additional modifications to parking requirements for various housing types. Also consider establishing a standard for tandem parking allowance. See Housing Action 3.04-A.

Another area of parking concern is in relation to Transit Oriented Developments (TOD) where reduced parking is often seen as appropriate in light of transit alternatives. While the City recognizes that reduced and shared parking is appropriate, the City’s experiences to date have proven extremely challenging. A case in point is a mixed-use development near an existing BART station in Fremont. The City authorized reductions in parking based upon shared parking among various residential, office and retail uses; proximity to transit, central park, grocery shopping, employment opportunities and health care services. Theoretically, living in this area of the City should significantly reduce the demand for residential parking. The City’s experience, however is that all parties (residential, retail and office users) are dissatisfied with the situation to the point that many commercial tenants are vacating the building due to the lack of parking availability. In part, this situation is being aggravated by overflow parking from the BART station and nearby medical centers. On street (public) parking is fully utilized on a continuous basis. Additionally, residents of the complex were envisioned to have fewer cars than average. In this instance, it appears residents may not be using their cars but they are leaving them parked on site, reducing commercial and office parking availability.

While the City’s parking regulations currently allow for shared or joint use parking in mixed use developments and for reduced parking near transit; the administration or implementation of shared/joint use parking and the “unbundling” of parking remains challenging. The City finds that occupants want assigned parking and that the lack of assigned parking results in marketing and financial challenges for developers and dark tenant spaces along street frontages.

Recommendation: Establish a program to evaluate and consider incentives or disincentives that result in the “unbundling” of parking near TOD areas in an effort to reduce overall parking demand and to promote effective utilization of parking that is provided. See Action 3.04-B.

5.2.2 Codes and Enforcement

The City of Fremont adopted the 2007 California Building, Plumbing, Mechanical, Electrical and Fire Codes on November 27, 2007 along with local amendments. These codes become effective for all developments that receive permits after January 1, 2008.

Local amendments to these state-mandated codes were determined to be reasonably necessary because of local conditions relating to climate, geography and topography.

Fremont's climatic conditions including relatively low precipitation and low humidity, occurrence of fog, summer high temperatures ranging from 80 to 109 degrees and winds generally in the range of 8 to 10 mph, gusting to 25-35 mph, particularly during summer months. Extreme winds, up to 85 mph have been known to occur.

Geological or topographical conditions include seismic hazards, soil conditions, vegetation, hills, creeks, features in the built environment (canals, freeways, roads, streets, railways, housing tracts, large buildings and building complexes) terrain, population, building design, landscaping clearances and water supply.

Local climatic, geologic, and topographical conditions impact crime prevention efforts and the frequency, spread acceleration, intensity, and size of fires involving buildings in this community. Additionally, the potential for major earthquake shaking and liquefaction increases the performance demands structures must meet in order to reasonably minimize injury, loss of life, and property damage. Therefore, changes to the 2007 California Building and Fire Codes are needed to mitigate these effects.

The following summarizes Fremont's changes to the California Fire Code related to residential type developments:

- Requirement for air fill stations for firefighter air packs and enhanced communication in high-rise buildings.
- Automatic fire extinguishing systems in all new buildings excluding Group U, Division 1 (private garages, carports, sheds and agricultural buildings).
- Requirement to retrofit all existing apartment and hotel buildings (R-1 occupancies) served by central corridors that are two stories or more in height containing ten or more dwelling units with automatic fire extinguishing systems.

Amendments to the 2007 California Building Code related to residential type developments including requirements for:

- Fire rated roofing materials
- Automatic Fire Extinguishing Systems
- Enhanced fire resistivity, occupancy separations and minimum number of exits.
- Additional requirements relating to fire safety in wildland-urban interface areas.
- Improved structural design (shear, bracing and other construction assemblies) to

address seismic occurrences.

- Inspection to ensure proper quality control of certain construction assemblies relating seismic safety.
- Soil investigation and excavation to address seismic safety
- Improved hold down connectors, quality of nails, bracing, shear wall construction and gypsum construction in wood frame structures to address seismic safety.

While there is little doubt that some of these measures will add to the cost of construction, the impact to affordability is off set by improved safety, reduced costs for fire and police services and lower hazard insurance rates for City residents. These local amendments will also serve the City in achieving sustainability goals by preserving housing stock in the event of disasters such as earthquakes and fires.

5.2.3 On/Off-site improvements

Infrastructure Capacity

Infrastructure capacity for development is not a constraint to residential development in Fremont. Utility service providers and the City's Engineering Division have designed infrastructure to accommodate the General Plan build-out and, as such, all development makes direct improvements or pays for necessary additional infrastructure with fees. These fees are relied upon to meet level of service standards established by the General Plan. Consequently, additional mitigation is rarely necessary.

Services are provided by the following agencies:

| | |
|-----------------------|---|
| Water Service: | Alameda County Water District |
| Sanitary Sewers: | Union Sanitary District |
| Storm Drainage: | Alameda County Public Works Alameda County Flood Control and Water Conservation District |
| Telephone Service: | AT&T and various wireless carriers |
| Natural Gas/Electric: | Pacific Gas and Electric Company |

Street Widths

On April 11, 2006, the City adopted revised street standards in response to a variety of concerns including width requirements, the need for additional street configurations for urban infill development, and to address state and federally mandated accessibility, stormwater quality, health and safety requirements.

The primary concern raised by the development community is the required width of streets to serve both fire safety needs as well as meet the physical separation requirements set forth by the various utility providers. As a case in point, the City approved a multiple family development wherein respective utility providers noted that if the City continues to approve narrow streets (less than 23 feet in width) they would decline to provide service. Each respective utility provider finds that they are mandated to protect the public health and safety and that the utility separation requirements are the absolute minimum needed.

Exacerbating challenges such as these are State Regional Water Quality Control Board requirements for improved (treated) storm water discharge as well as requirements to meter or slow stormwater flows from the site to downstream facilities that may be subject to erosion from increased water flows caused by development. A common way to address stormwater flow rates is to upsize piping thereby creating separation challenges from potable water and sanitary sewer utilities.

The City and development community have been very creative in resolving these challenges. In some instances certain utilities are provided in pedestrian walkways, alleys and other rights-of-way outside of the primary street circulation system. This too, however, creates site-planning challenges in that these alternative rights-of-way require and encumber land. That land is both expensive and the encumbrances may limit tree planting, require accessibility for utility providers that can impact the aesthetics and overall density yield for various housing types. Using smaller building footprints and building more vertical is one option but under the 2007 California Fire Code, building heights in excess of 30 feet require 26-foot wide streets. In essence, smaller building footprints and smaller units may be one option. The City has been exploring various options concurrent with development projects and also as part of the development of Multifamily Design Guidelines.

Recommendation: Continue to work with utility providers and developers to explore potential alternatives that minimize need for wider than needed streets. See Action 2.01-E.

Utility Trench Backfill

During the preparation of the Housing Element, a developer noted that the City and other utility providers require imported fill material to backfill excavated utility trenches while other jurisdictions allow backfill with native materials. It was also noted by other developers that use of the existing material could be an asset or a liability depending on the developer's ability to store excavated soils.

The primary purpose for requiring imported fill material is to minimize and hopefully eliminate failure of lines and surfaced roadways as a result of the locally expansive soil conditions.

To test the viability of reusing on-site soils an experiment was conducted whereby existing on site expansive soil was processed/mixed with other material and tested for effectiveness. In the end, the experiment proved unsuccessful in meeting objectives. The City recognizes that not all areas of the City have expansive or unsuitable soils but that individual soils investigations are possible when proper soil types exist, reuse could be feasible. The process of making such determinations on a case-by-case basis, could, however, be more costly to developers than following established City specifications.

Recommendation: Continue to periodically evaluate alternatives.

Coordination with other Utility Providers/Outside Agency Requirements

The primary area of concern raised by the development community is that of coordination. Because development in Fremont requires coordination with so many outside agencies it requires extra time and effort.

The City does invite comments from outside agencies during the entitlement process but few developers have the detail necessary at this stage for meaningful comment. City staff makes considerable efforts to educate developers (particularly developers not familiar with the area) of the respective agency requirements. The City is also aware that some applicants entitle projects for subsequent sale and are not as concerned with details necessary to execute the project. The City has also been proactively requiring applicants to provide more detail up front so that subsequent improvement plan processes are more streamlined. This, however, has not been very popular amongst the development community in that it is not customary in many jurisdictions. The City finds, however, that the overall result does not have to re-entitle projects that cannot be built.

As a case in point, significant changes relating to stormwater treatment and hydrology have been put in place over the past several years through the Regional Water Quality Control Board permits issued to Alameda County and enforced by the City. These standards vary from one county to the next and local jurisdictions interpret permit requirements differently. The relative newness of these regulations combined with the fact that the regulations are becoming more stringent over time and the fact that new technology and methods of treatment are being developed has caused considerable consternation within the development community. More recent efforts by the Regional Board to develop a region-wide permit will assist in developing consistency in application.

Recommendations:

Continue to identify likely challenges during the entitlement review process and require developments to refine proposed solutions to these challenges early in the review process in order to facilitate improvement/construction plan review and permit issuance. See Action 3.04-C.

Continue to work with outside agencies to establish standards, share information and provide coordinated information to the development community. Action 3.04-D.

5.2.4 Fees and Exactions

Governmental Fees

Land development within the City of Fremont is subject to direct fees imposed by the City itself, fees imposed by the City on behalf of another governmental agency, and/or fees imposed by another governmental agency within the City boundaries. These fees are imposed for the purpose of offsetting capital expenditures necessary to accommodate development or for defraying the City's cost of reviewing a development proposal and providing required permits, plan checks, and inspection. Due to California's legal limitations, local governments are forced to rely on impact fees for revenues to offset costs that result from new residential development. The City's fees are limited, as legally required, to the proportionate share of costs made necessary by the development that pays the fee. Each fee assessment is based on a comprehensive analysis of the facilities required and the applicable costs to ensure an appropriate nexus. Without these fees, the City could not build streets, develop parks, or construct municipal facilities, such as police or fire stations, to serve the additional population which results from residential development. In that case, development would be constrained by inability to provide necessary infrastructure.

While it is legally possible to subsidize the costs caused by new development from other funding sources, the City must be able to identify alternative funding sources to replace any fees that are not charged. Unfortunately, the City faces serious fiscal challenges for the foreseeable future, and expects limited additional revenues, if any, to be available to subsidize fees.

Table 5.1 identifies that the fees for a typical 2500 square foot single-family unit in 2008 total \$77,254 per unit. Fees for a multi-family unit would be less because the square footage of a multi-family unit is typically smaller than that for an average single-family unit. Several of the City's fees such as park facilities and capital facilities are also less for attached residential units than detached units.

As Table 5.1 shows, City fees total about \$44,000, while fees for utility connections and school impacts total about \$32,000.

Table 5.1: Impact Fees on Typical New 2,500 Square Foot Home

| Type of Fee | Amount | With 10% Reduction |
|---------------------------|--------------------|---------------------------|
| Application | \$ 117.00 | |
| Plan Check | \$ 1,908.00 | |
| Permits: | | |
| Building | \$ 2,245.00 | |
| Electrical | \$ 150.00 | |
| Mechanical | \$ 110.00 | |
| Plumbing | \$ 110.00 | |
| Insulation | \$ 70.00 | |
| Fire | \$ 700.00 | |
| Grading | \$ 135.00 | |
| Microfilming | \$ 300.00 | |
| Impact Fees: | | |
| Traffic | \$ 3,879.00 | \$3,491.10 |
| Capital Facilities | \$ 3,386.00 | \$3,047.40 |
| Park Facilities | \$11,578.00 | \$10,420.20 |
| Fire Protection | \$ 386.00 | \$347.40 |
| Park Dedication In Lieu | \$17,512.00 | \$15,760.80 |
| Community Planning Fee | \$ 691.00 | |
| Building Construction Tax | \$ 2,067.00 | |
| TOTAL CITY FEES | \$45,344.00 | \$41,669.9 |
| State Construction Tax | \$ 30.50 | |
| School District | \$12,675.00 | |
| Water Connection | \$15,423.00 | |
| Sewer Permit / Connection | \$ 3,782.00 | |
| TOTAL OTHER FEES | \$31,910.50 | |
| TOTAL FEES | \$77,254.50 | \$73,580.40 |

As Table 5.2 shows, City fees total about \$33,000, while fees for utility connections and school impacts total about \$22,000.

Table 5.2: Impact Fees on Typical New 1,300 Square Foot Multi-family Unit

| Type of Fee | Amount | With 10% Reduction |
|---------------------------|--------------------|---------------------------|
| Application | \$117.00 | |
| Plan Check | \$1,230.00 | |
| Permits: | | |
| Building | \$1,447.00 | |
| Electrical | \$78.00 | |
| Mechanical | \$110.00 | |
| Plumbing | \$110.00 | |
| Insulation | \$70.00 | |
| Fire | \$700.00 | |
| Grading | \$135.00 | |
| Microfilming | \$300.00 | |
| Impact Fees: | | |
| Traffic | \$3,009.00 | \$2,708.10 |
| Capital Facilities | \$2,446.00 | \$2,201.40 |
| Park Facilities | \$8,448.00 | \$7,603.20 |
| Fire Protection | \$283.00 | \$254.70 |
| Park Dedication In Lieu | \$12,841.00 | \$11,556.90 |
| Community Planning Fee | \$455.00 | |
| Building Construction Tax | \$17.00 | |
| TOTAL CITY FEES | \$31,796 | \$29,093.30 |
| State Construction Tax | \$7.00 | |
| School District | \$6,591.00 | |
| Water Connection | \$11,800.00 | |
| Sewer Permit / Connection | \$3,782.00 | |
| TOTAL OTHER FEES | \$22,180.00 | |
| TOTAL FEES | \$53,976.00 | \$51,273.30 |

Impact fees pay for improvements that are absolutely necessary to maintain public safety and adequate circulation, as well as improvements that are related to quality of life, such as parks, community centers, etc.

On the “necessary” side of the equation are the fire, traffic and circulation facilities required to mitigate a projects cumulative impacts. Without these fees, the City would not meet established levels of service set forth in the General Plan nor would identified environmental impacts be mitigated. Utility connection fees also fall under this category.

On the “desired” or “quality of life” side of the equation are the capital (community center and other city facilities) as well as parkland and park facilities that the community desires. Fremont’s fees are a reflection of community values. Fremont residents consistently rate parks as a high priority. For example, as part of the General Plan update, the City conducted an on-line survey that asked residents, “Considering the following qualities or characteristics of the City of Fremont, indicate - -by priority- - what you feel the City should focus on during the General Plan Update.” An overwhelming 85 percent of respondents identified Parks and Open Space as a high priority for the General Plan Update, the highest percentage for any of the categories.

The community's emphasis on parks is reflected in the General Plan, which establishes a standard of five acres of parkland for each 1000 residents. The high cost of obtaining and developing this land is reflected in the park dedication in lieu fee, which is the fee most often identified as a concern by housing developers. The City is aware of this issue and regularly conducts comparative studies of Fremont's fees and those of neighboring communities. The City's fee program is based on a comprehensive analysis of the impact of development and an assessment of the cost of land required to support the City's established park standards.

For the park dedication in lieu fee, the City has historically assumed that some lower priced industrial land will be used to provide parks; if all future parks were assumed to occur in residential areas, the fee would be higher. As part of the General Plan update, the City has identified utility corridors and former railroad right-of-ways as opportunity sites for future parkland needs. These corridors may be less expensive to purchase on a per-acre basis and the level of improvement may also be less costly than traditional parks, which could result in lower fees.

The City does offer a fee deferral program to assist builders of very low- and low-income units. (See Action 3.01-E).

Following the adoption of the General Plan Update, the City will undertake another comprehensive update of its fee structure to evaluate infrastructure, capital and park needs commensurate with anticipated growth.

Recommendation: Continue to periodically review the City's impact fee structure to assure that fees are equitable and fair in relationship to the needs and desires of the community and that fees are reflective of actual costs and remain consistent with the provisions of the Quimby and Fee Mitigation Acts. See Action 3.04-E.

5.2.5 Public Services

The City currently provides public safety (police and fire) and a variety of other services including building inspection, code enforcement, planning, public facility maintenance (roads, buildings, landscaping and parks), human services and recreation services to the community. The provision of public services and the level of service provided will largely depend on available funding from a variety of sources.

The City has developed and will continue to collect impact fees to pay for new development's share of needed public facilities that in turn assist in the provision of public services. Currently, the City has a Capital Facilities Fee for public buildings; a Traffic Impact Fee that funds roadway infrastructure; a Fire Fee that funds fire facilities and a Park Facilities Fee for improvements within City parks. Furthermore, the voters of Fremont recently passed Measure R (November 2002) that provides for improvements to existing fire facilities as well as an emergency operations center.

In general, Fremont has an excellent circulation system that includes water, sanitary sewer, storm drainage, gas and electric, and roadway infrastructure. In large part development can tie into existing systems or extend existing systems into their project. However, as the City continues to intensify and age some infrastructure systems may be found to be at or near

capacity or in some cases in need of replacement due to age.

The City of Fremont regulates the design and specifications for both public and private roadways as well as storm drainage facilities within those rights-of-way. Outside agencies such as Alameda County Water District, Union Sanitary District, Alameda County Water Conservation and Flood Control District, P.G. & E. provide water, sanitary sewer, flood control, and gas and electric utilities respectively. Communication infrastructure, including cable and phone services are provided by a variety of providers of which some are hard wire and others are provided via wireless networks.

Right-of Way Exactions: Right-of-way exactions are needed to provide for access and utilities to serve development. Street widths and utility agency requirements were discussed previously.

Inclusionary Housing: In 2002, the City adopted an Inclusionary Housing requirement. The basic requirement of this ordinance is that all new developments of seven or more units must provide either:

- 15 percent of a project's ownership units as affordable to moderate-income households at 110 percent of the county area median; or
- 9 percent of a project's rental units as affordable to very low-income households and 6 percent of rental units as affordable to low income households.

Tenant Selection: The City prequalifies potential purchasers on the City's First Time Homebuyer Waiting List and request such purchasers to provide evidence of qualification for first mortgage financing. One hundred eighty (180) days prior to receiving a Certificate of Occupancy the Developer notifies the City and the City provides the Developer with a Referral List of income eligible purchasers on the City's First Time Homebuyer Waiting List verified by the City.

Income eligible first time homebuyer households are qualified at 110 percent of area median income or below based on households size.

Developer Incentives: The City offers the following incentives to encourage development of inclusionary units:

- Affordable units in an ownership project may be somewhat smaller but should be generally representative of the unit sizes within the market rate portion of the development and acceptable to the City;
- In single-family detached projects, affordable units may be attached to a market rate unit;
- In attached multi-story living developments, the affordable units may contain only one story;
- Interior features and finishes shall be durable, of good quality and consistent with contemporary standards for new housing.

The ordinance was responsible for providing 48 moderate-income ownership units during

the last planning period. During the same period, above moderate-income construction exceeded Fremont's Regional Housing Needs Allocation and, therefore, the inclusionary ordinance does not appear to have adversely hindered above moderate housing production. At the same time, it has helped meet moderate-income production.

It is unclear if the inclusionary ordinance has had an impact on rental construction. With the exception of subsidized rental construction, the marketplace has not produced rental housing. At the initial downturn in the economy, rental housing was seen as a potential market; however, the City's Inclusionary Ordinance requirements were identified as a potential constraint to market-driven rental housing construction.

In light of these findings and the new Regional Housing Needs Allocation that creates a greater demand for very low- and low-income households, the City commenced a revision to the Inclusionary Ordinance with the goal of facilitating more lower income housing production as well as providing funding for supportive housing services through the expansion of options for developers to pay in lieu fees. However, a 2009 decision of the California Court of Appeal for the Fifth Appellate District (Building Industry Association of Central California v. City of Patterson) appears to make it more difficult for cities to offer in lieu fees as an option. The Supreme Court is being asked to "de-publish" the decision. The City has put the Inclusionary Housing Ordinance revision on hold pending the Supreme Court's decision and further legal analysis.

Recommendation: Determine whether to move forward with modifications to the City's Inclusionary Ordinance. See Action 3.0.1-B.

5.2.6 Permits and Processing

The Zoning Code sets forth permitting requirements for residential development. Residential units are considered permitted uses in the majority of residentially zoned areas. Permitted uses are allowed without discretionary review except for site plan and architectural approval as long as the project complies with development standards. The Zoning Administrator, a staff position, has authority to approve a Zoning Administrator Permit (form of minor conditional use permit) for multiple units or "dwelling groups" on parcels zoned for one or two family dwellings on larger lots that are not proposed to be subdivided. Conditional Use Permits are approved by the Planning Commission unless appealed. Appeals of Planning Commission decisions cost (\$50.00) and are scheduled for City Council consideration within 3-5 weeks from receipt of an appeal. Findings for approval of Zoning Administrator and Conditional Use Permits include conformity with General Plan and zoning/development standards as well as basic public health, safety and general welfare concerns. Table 5.3 describes the housing types permitted by zoning district.

Table 5-3 Housing Types Permitted by Zoning District

| RESIDENTIAL USE | ZONE | | | | | | |
|------------------------------|----------------|-------------------------------|----------------|----------------|----------------|-----|-----|
| | R-1 | R-2 | R-3 | R-G | C | I-L | I-R |
| SF-Detached | P | P | P ⁴ | P ⁴ | - | - | - |
| SF-Attached | P ¹ | P | P ⁴ | P ⁴ | A ⁵ | - | - |
| 2-4 DU | Z ² | P ³ Z ² | P | P | C | - | - |
| 5+ DU | - | - | P | P | C | - | - |
| Residential Care ≤ 6 persons | P | P | P | P | - | - | - |
| Residential Care > 6 persons | - | - | C | C | - | - | - |
| Emergency Shelter | C | C | C | C | C | P | C |
| Single-Room Occupancy | - | - | P ⁴ | P ⁴ | - | - | - |
| Manufactured Homes | P | P | P | P | - | - | - |
| Mobile-Homes | P | P | P | P | - | - | - |
| Transitional Housing | P ⁶ | P ⁶ | P | P | - | - | - |
| Farmworker Housing | n/a | n/a | n/a | n/a | n/a | n/a | n/a |
| Supportive Housing | P ⁶ | P ⁶ | P | P | - | - | - |
| 2nd Unit | A | A | A | A | - | - | - |

P= Permitted,

A= Permitted as an accessory use to a single family dwelling or commercial use

C= Conditional Use Permit

Z= Zoning Administrator [minor/staff use] Permit

R-1 = Single Family Residential Districts

R-2 = Two Family Residential District

R-3 = Multiple Family Residential District

R-G = Garden Apartment District

C = Commercial Districts

I-L = Light Industrial District

I-R = Restricted Industrial District

¹ Duplex permitted on corner lots

² Additional unit(s) may be permitted for each increment of minimum lot area e.g. within district X the minimum lot area = 6,000 square feet so one unit is allowed for each 6,000 sf of lot area.

³ Duplex permitted

⁴ Permitted on lots under 6,000 square feet in R-3 and 7,500 square feet in R-G

⁵ One unit permitted as accessory to a permitted or conditional use within the district

⁶ Permitted for up to 6 persons

The time required to process a project varies greatly from one project to another and is directly related to the complexity of the proposal and to a lesser degree, the number of

hearings required to render a decision. Table 5.4 identifies the typical processing time for a variety of application types. It should be noted that each project does not necessarily have to complete each permit type listed below. Most projects involve site plan and architectural review. Since the City's multi-family zone allows sufficient flexibility and avoids the need for variances and conditional use permits. The City also encourages concurrent processing of related applications for a single project. For example, a request for zone change may be reviewed in conjunction with a tentative map and site plan/architectural approval.

During the last planning period the City created a new multi-family zoning classification thereby eliminating the prior requirement for a Planned District rezoning process to achieve higher densities. This new zoning district also created a greater degree of flexibility for setbacks eliminating the need for variances and conditional use permits. These changes have been effective in streamlining the entitlement process for the majority of multi-family housing projects.

Additionally, the City's programs to rezone land for housing were very successful in stimulating a wave of housing projects. Unfortunately, while the initial entitlement processes went more expeditiously, subsequent processing of final maps and improvement plans were still challenging due to both procedures and staffing levels.

In light of concerns raised by developers, the City retained the services of Zucker Systems to evaluate its development processes. A comprehensive study was completed in early 2008. The Study identifies 130 recommendations for improving the City's development review processes. The recommendations are divided into five key areas: Improving the development review processes, clarifying and vetting development standards with the development community, improving and using technology more effectively, improving mission and culture within the organization and developing management and other support functions. The Community Development Department has begun implementation on a number of these key areas focusing first on improvement to procedures and processes to ensure timely response and action. In May of 2009 the Community Development Department launched multi-disciplinary team concept to review projects and facilitate the project reviews. Underlying this new team approach is an improved organizational culture. And clearer sense of focus, direction and time sensitivity. While the official launch occurred in May, city staff has been exploring alternative methods of delivering more efficient and effective development review services. One of the most promising changes made in 2008 was the designation of a staff engineer to facilitate project reviews. Under the city's old system, one staff engineer would work on entitlement, another would work on subdivision and a third would implement final construction design plans for the project. Under the new system the same engineer works on the project from conception to construction. This change has significantly reduced project timeframes considerably because familiarity with the project remains in place and there is reduced potential for "rethinking" how a project could be designed better. Finally, there is improved communication and consistency with applicants.

The Community Development Department plans more outreach to the development community and will also be exploring ideas to make better use of existing software/permit technology. During the current fiscal crisis, funding for improved/new software technology

and needed support staff will likely be challenging in the short term but staff is committed to evaluating long term needs so that when the financial conditions improve, the department will be able to move forward expeditiously with staffing and technological improvements.

Table 5.4 Timelines for Permit Procedures

| Type of Approval or Permit | Typical Processing Time (in weeks) | Approval Body |
|---|------------------------------------|------------------------------|
| Ministerial Review | Same day to < 1 week | Staff |
| Zoning Administrator Permit (Minor Use Permit) | 4-8 | Zoning Administrator |
| Conditional Use Permit | 8-16 | Planning Commission |
| Zone Change | 20-40 | City Council |
| General Plan Amendment | 20-60 | City Council |
| Site Plan & Architectural Review –with Building Permit ¹ | 4-8 ² | Staff |
| Site Plan & Architectural Review – as Entitlement | 8-16 | Planning Commission |
| Tract Map | 8-12 | Planning Commission |
| Final Tract Map | 8 ³ | City Council |
| Parcel Map | <7 | Planning Director |
| Final Parcel Map | 6 ³ | City Engineer |
| Initial Environmental Study | 8-16 | Concurrent with entitlements |
| Environmental Impact Report | 26-52 | Concurrent with entitlements |
| Variance | 4-8 | Zoning Administrator |

¹ Process is conducted currently with Building Permit Plan Check

² Accounts for staff time (First cycle review 23 business days, subsequent cycles 12 business days). Time taken by applicant to respond between cycles varies and can extend timeframe.

³ Accounts for staff time (First and second review cycles = 20 business days, subsequent cycles 15 business days), Final Parcel maps are reviewed in cycles of 15 days or less.

As noted above, the city will be working more closely with developers to improve development review procedures and processing timeframes. The City will continue to encourage pre-development meetings and offers preliminary reviews as a means of streamlining project reviews. The City's development review process currently involves Community Development (building, planning, engineering/public works, landscape) and Fire departments on a regular basis and brings in staff from the Office of Housing & Redevelopment, Transportation & Operations and Police departments as needed. The City encourages concurrent processing of applications for which General Plan and zoning are in place. When a General Plan Amendment is required, the City usually recommends that the General Plan Amendment and Environmental Review be completed prior to submittal of more detailed subdivision map/site plan and architectural review submittals.

As with application processing, project processing timelines also vary due to location and complexity of the project. For example, a single family home may be approved the same day (simple conforming proposal) to 16 weeks (for a large home in the hills with geotechnical issues). Conforming subdivisions and multifamily projects are the most straightforward to process and are routinely granted approvals in 5- 6 months. Mixed-use projects tend to take slightly longer to process, usually because they involve more complex parking arrangements and subdivision.

Table 5.5 Typical Processing Procedures by Project Type

| | Single Family Unit | Subdivision | Multifamily Units | Mixed Use |
|------------------------------------|--|--|--------------------------------------|---|
| List Typical Approval Requirements | 1- Ministerial for one story homes | Negative Declaration (if not exempt) | Negative Declaration (if not exempt) | Negative Declaration (if not exempt) |
| | 2- Site Plan & Architectural Review with Building Permit for two-story and/or hillside homes | Tentative Parcel or Tract Map | Site Plan and Architectural Review | Conditional Use Permit (sites up to 2 acres) ¹ |
| | 3- Site Plan & Architectural Review as entitlement for homes > 7,500 s.f. | Final Parcel or Tract Map | | Planned District Rezoning (sites over 2 acres) ¹ |
| | | | | Tentative Map ² |
| | | | | Final Map |
| Est. Total Processing Time | ¹ - Same day < 1 week ² - 4-8 weeks ³ - 8-16 weeks | < 3 months for parcel maps 4 to 5 months for tract maps | 5 to 6 months | 6 to 8 months |

¹ Includes Site Plan and Architectural Review

² Optional (Not all mixed use projects are subdivided)

The City periodically updates its zoning regulations, creates specific or community plans and is currently in the process of comprehensively updating the General Plan. Upon adoption of the General Plan, the City will need to amend its zoning regulations for consistency as required by State law. This update also provides an opportunity to evaluate zoning requirements.

Recommendations:

Complete the implementation of process and procedure improvements. See Action 3.04-F.

Upon adoption of the General Plan 2030, revise City zoning regulations for conformity as required by State law.

5.2.7 Housing for Persons with Disabilities

The City initiated a review of potential constraints to housing persons with disabilities (discussed in Chapter 4). Potential constraints and recommended actions relating to housing for persons with disabilities are discussed below. Additionally, the City has taken actions to implement Senate Bill 2 (SB2) as described below:

Implementation of Senate Bill 2

On December 9, 2008 the City Council adopted a Resolution approving a General Plan Text Amendment to the Land Use Element clarifying that emergency shelters are permissible within industrial land use designations. Fremont does not treat emergency shelters as residential uses but has allowed them in various areas of the city for twenty years, including residential, commercial and industrial areas. However, because the General Plan did not expressly state that emergency shelters were not residential uses, the prohibition of residential uses in the industrial land use designations could be misinterpreted to mean that emergency shelters are not allowed in the industrial zone. To avoid confusion the City adopted a General Plan Text Amendment to clarify that emergency shelters are in fact permissible uses within industrial land use designations and zoning districts.

Additionally, on December 9, 2008, the City Council repealed Resolution No. 7705 – *Department Policy for Shelters for the Homeless*. The City Council originally adopted Resolution No. 7705 on August 15, 1989, for the purpose of establishing objectives, principles and development standards for shelters. Some of these provisions were subsequently codified in the Fremont Municipal Code and were even subsequently amended rendering the policy inconsistent with City zoning regulations as well as State law.

Previously, on April 2008, the City Council adopted Ordinance #8-2008 allowing emergency shelters as a permitted use in the I-L (Light Industrial) zoning district consistent with the requirement of SB2 that the City establish that a zoning district which permits, by-right, the establishment of an emergency shelter.

The City Council introduced (December 9, 2008) and then formally adopted (January 6, 2009) an ordinance amending the Zoning Code to address the requirements of Senate Bill 2 (SB2) pertaining to zoning, development and management standards of emergency shelters, supportive and transitional housing. The amendment adopted state definitions for emergency shelters, supportive housing and transitional housing and treats transitional housing and supportive housing as residential uses subject only to those restrictions that apply to other residential dwellings in the same zone as required by State law.

Land Use and Zoning

The City's zoning and land use regulations provide for a variety of housing types and densities. Permitted residential uses include single-family units, mobile homes, duplex/triplex units, multi-family units and group residential facilities.

The City's Zoning Ordinance allows small group homes (limited to six or fewer persons) in all residential zones as a permitted use. The City's Zoning Ordinance uses the term "Special

Residential Care Facilities” for these small group homes. The Ordinance defines Special Residential Care Facilities as:

“Any state authorized, certified or licensed family care home, foster home or group home serving six or fewer persons with disabilities, children, or the elderly that provide care on a twenty-four-hour-a-day basis.”

Residential care facilities for seven or more persons are classified as rooming houses and boarding houses and are allowed in all multi-family residential areas (current R-3 and R-G zoned areas) with a conditional use permit. There are no geographical spacing or siting requirements for group homes or residential care facilities. Fremont treats housing for groups not related by blood or marriage, which are living as a single household, in the same manner it treats other single housekeeping units.

Currently, Fremont has no specific land use regulations (parking, open space, etc.) applicable specifically to housing for persons with disabilities. Land use and zoning regulations apply as they would to other applications for development. In certain situations zoning and land use requirements can be reduced for housing units for persons with disabilities. For example, parking requirements (through a variety of procedures such as the City’s reasonable accommodation ordinance, variances, findings for parking reduction or planned development approval) may be reduced if it can be demonstrated that the housing development would not need the standard number of parking spaces. The City of Fremont has approved such reductions for recent housing developments for persons with disabilities. Listed below are five examples of projects where land use/zoning requirements were reduced.

- A. Fremont Oak Gardens (50 unit multi-family development with special design features for deaf seniors):
 - Reduced open space requirement by 10 percent
 - Granted a density bonus of 25 percent.
 - Varied subdivision standards
- B. Peralta Dreams (Special Needs Housing: Persons with autism or Downs syndrome or other developmental delays):
 - Reduced front and side yard setbacks as well as setbacks between buildings
 - Allowed a slight reduction in open space requirements
- C. Pacific Grove (Housing for developmentally disabled):
 - Reduced required parking by 48 percent
 - Allowed aggregation of private open space into common open space areas
- D. Eden-Peralta Mixed Use Project (Senior housing with supportive services agency that specializes in providing health care for seniors):

- Reduced parking by 17.3 percent.
- Waived private open space requirement for all units and allowed improved common open space and indoor common areas including a library, computer lab and other common living spaces.
- Allowed screened above ground transformers where under ground utilities are required for residential projects.

E. Lincoln Street (Housing for developmentally disabled):

- Reduced parking
- Allowed transformers above ground where under-ground utilities are required for all other residential projects.

Recommendations:

The City will continue its flexibility in reducing/eliminating barriers for future projects.

Additionally, as previously discussed above, the City will consider adoption of more flexible parking standards for differing types of housing. See Action 3.04-A and –B.

To housing for persons with disabilities - Permits and Processing

As noted previously, group homes of 6 or fewer persons are a permitted use in all residential districts. Group residential facilities of 7 or more persons are allowed with a conditional use permit in the R-3 and R-G (multi-family) residential districts. The City amended its codes to define supportive, transitional and emergency housing and treats supportive and transitional housing as a residential use applying only those regulations applicable to all residential uses in that zone as required by SB-2.

Building Codes and Standards

The City has adopted the 2007 edition of the California Building Code. Further, the City currently implements Title 24 of the California Code of regulations regarding access and adaptability for persons with physical disabilities. No specific restrictions are in place for disabled housing, such as minimum distances, special conditions or other such regulations that could constrain the development, maintenance, or improvement of housing for persons with disabilities. The City has been approached with the concept of amending local codes to require Universal Design in new construction, which is intended to make housing accessible and adaptable to the needs of inhabitants as they age or encounter physical challenges. Action 2.01-D describes the City's plan to conduct an evaluation of the feasibility of a Universal Design Ordinance.

Reasonable Accommodations

On January 19, 1999, the City adopted a Reasonable Accommodations Ordinance (Article 29.1 of the Municipal Code, Planning and Zoning). Its purpose is to provide reasonable accommodation in the application of zoning regulations for persons with disabilities seeking fair access to housing. The ordinance was amended on April 6, 2004 to provide for

exemptions to public hearing requirements on routine requests (e.g., setback exemptions for accessibility improvements and reduced parking for those where the disability clearly limits or precludes driving). The City does not charge a fee for processing reasonable accommodation requests.

The ordinance provides that any person may request a reasonable accommodation in the application of the City's zoning laws, based upon the disability of the residents in the project. Thus, not only persons with disabilities may apply for a reasonable accommodation but also a housing provider could make the request for the accommodation on behalf of persons with disabilities who will reside in the project.

The decision whether to approve a Reasonable Accommodations request is based on the following factors:

- special needs created by the disability,
- potential benefit that can be accomplished by the requested accommodation,
- potential impact on surrounding uses,
- physical attributes of and any proposed changes to the subject property and structures,
- alternatives which may provide an equivalent level of benefit,
- whether the requested accommodation would impose an undue financial or administrative burden on the city,
- whether the requested accommodation would require a substantial alteration in the nature or effect of a city program or policy,
- whether the requested accommodation would result in a concentration of uses otherwise not allowed in a residential neighborhood to the substantial detriment of the residential character of that neighborhood, and
- any other factor that may have a bearing on the request.

The decision made on the Reasonable Accommodation request must be supported by written findings and the applicant must be notified in writing of the action taken. The decision can be reviewed and appealed to the City Council. While consistency with Fair Housing Act is of course implied, the Ordinance does not specifically state that all findings and decisions will be consistent with the Act.

No constraints were identified during this analysis of the Reasonable Accommodations Ordinance.

In addition to the Reasonable Accommodation Ordinance, the city provides assistance for modifications to existing residential structures to accommodate persons with disabilities. The Neighborhood Home Improvement Program provides financial and technical assistance for rehabilitation and improvement of property occupied by lower and moderate-income households. The City provides grants of up to \$2,000 for accessibility improvements

for both owner occupied homes as well as for rental property, including apartments.

Fair Housing Services

Fremont Fair Housing Services (FFHS) provides fair housing services to Fremont residents. These services include responding to fair housing inquiries, complaint investigation, audits, workshops, tenant/landlord information, referral, mediation, and eviction prevention.

When the Fair Housing Act was amended in 1988, persons with disabilities were included as a protected class. This means that persons with disabilities, like other protected classes, cannot be rejected or given different terms based specifically on their disabilities. As tenants in a rental unit, persons with disabilities are allowed to ask for “reasonable modifications” in order to have proper access throughout a housing complex as well as their own living area (including common areas). The physical changes can include adding grab bars to the bathroom, taking up high-pile carpets that impede a wheelchair, lowering counters to be reachable to a person in a wheelchair, or adding lights to the doorbell for the hearing impaired. The landlord can require the disabled tenant to pay for the modifications and even to restore the unit after move out. As previously noted, Fremont offers grants of up to \$2,000 for accessibility improvements for rental properties. “Reasonable Accommodation” can also mean that the disabled tenant can have some appropriate changes made to the normal rules of the complex, such as being permitted to have a service or therapeutic animal where there is a no-pets policy, or being given priority for an accessible parking space.

In addition to pursuing complaints, FFHS conducts audits on rental complexes for compliance with the accessibility standards of the Federal Fair Housing Act.

5.3 NONGOVERNMENTAL CONSTRAINTS

The following provides an analysis of potential and actual nongovernmental constraints upon the maintenance, improvement, or development of housing for all income levels, including the availability of financing, the price of land, and the cost of construction.

5.3.1 Land Costs

The high cost of acquiring land and construction is a major constraint towards the provision of housing, especially affordable housing. Fremont is located in the San Francisco Bay Area, which is consistently identified as one of the most expensive housing markets in the country. For recent multi-family affordable developments, for example, land costs were about \$55,000 per unit, construction costs were about \$216,000 per unit, and financing and other soft costs were about \$127,000 per unit, for a total per unit average cost of \$398,000.

In addition to the high cost of constructing new units, the availability of financing due to the downturn in the financial markets has become a major constraint, particularly for affordable housing developers. Tax credit financing, a significant financing source, has been hard hit. Investors are not doing as well financially, resulting in less tax liability and less need to invest in tax credits. This has led to a decline in the value of the tax credits, leaving a funding gap for developers. This means that local agencies may have to contribute more local funds to help bridge a project’s funding gap. The California Tax Credit Allocation Committee is

attempting to address the decline in tax credit value with federal Stimulus Funds.

Also impacting the availability of affordable housing funds is the State's recent budget crisis, which has slowed its ability to issue bonds necessary to access Proposition 1C funds (e.g., Multifamily Housing Program Loans). These funds are critical for the financing of affordable housing projects.

There is very little that municipal governments can do to affect the cost of land or construction because they are a result of private market forces. The City can, however, ensure that several components are "in place" and part of the overall housing strategy to produce affordable housing. These components include available land at higher densities, financial assistance, and a motivated and experienced developer.

5.3.2 NIMBYism

Residents of established neighborhoods often resist new housing development, particularly affordable housing, out of concerns about increases in traffic, crime, school crowding, etc. This resistance to new development is often referred to as "NIMBYism" (Not in My Backyard-Ism). While NIMBYism is not the result of governmental action, the City can try to minimize it by providing opportunities for the public to learn about the benefits of affordable housing and the high quality of affordable housing developments. See Actions 6.01-A and 6.01-B.

Chapter 6: Housing Goals, Policies, and Actions

The California Government Code requires the housing element to contain “a statement of goals, quantified objectives, and policies relative to the maintenance, preservation, improvement, and development of housing” (Section 65583(b)(1)). This chapter fulfills that requirement. It builds upon the information presented in previous chapters to provide direction on key housing issues in Fremont.

The Element’s seven goals define the major topics covered by the element. These are:

- Goal 1 Preserve and Enhance Existing Homes and Neighborhoods**
- Goal 2 Ensure Availability of High Quality, Well-Designed and Environmentally Sustainable New Housing of All Types Throughout the City**
- Goal 3 Encourage the Development of Affordable and Market-Rate Housing in Order to Meet the City’s Assigned Share of the Regional Housing Need**
- Goal 4 Preserve Existing Supply of More Affordable Housing Options**
- Goal 5 Ensure that all Persons Have Equal Access to Housing**
- Goal 6 Continue to Play a Leadership Role and to Work Collaboratively with Other Organizations to Maintain and Expand the Range of Housing Alternatives in Fremont and the Bay Area**
- Goal 7 Ensure Availability of Supportive Services to Help People Stay Housed**

Four of these goals are similar or identical to those adopted by the City as part of the 2003 update of the Housing Element and continue to guide the City’s housing efforts. Goals 3 and 4 were included as part of the same goal in 2003—they are separated here to highlight the different strategies needed for housing development and housing preservation. Goal 7 is new and is based on a growing body of research regarding the efficiency and effectiveness of supportive services. Many of the policies and actions related to this goal reflect existing City and community based programs that provide supportive services.

Numerical objectives have been developed for several of the goals. Each objective represents a target for the number of housing units to be preserved, improved, or developed—or the number of households to be assisted—during the time period covered by this Plan. The objectives provide a way to measure the City’s progress toward the implementation of the Element.

Each of the Element’s goals is also accompanied by policies and action programs. The policies are intended to guide day to day decisions on housing, while the actions identify the specific steps the City will take after the Element is adopted.

GOAL 1. PRESERVE AND ENHANCE EXISTING HOMES AND NEIGHBORHOODS

Fremont was incorporated in 1956, and the City experienced rapid growth in the fifties, sixties, and seventies. Much of the City's housing stock and infrastructure is therefore at least thirty years old. This goal focuses on the importance of maintaining and enhancing the City's existing built environment. Not only is the City's older existing housing stock critical to meeting housing needs, but preserving these buildings is far more environmentally sustainable than replacing them with new construction.

Policies and Actions

Policy 1.01 Continue programs assisting rental property owners and lower income homeowners with the repair of their housing units

Action 1.01-A: Neighborhood Home Improvement Program

Using CDBG, HOME and Redevelopment Agency funds, provide loans and grants to eligible rental property owners and homeowners to rehabilitate their housing units and/or complete emergency repairs. Work with Alameda County to abate lead paint hazards that might result from rehabilitation efforts. Also continue the Apartment Preservation Program to identify and repair substandard apartment units and to encourage their long-term maintenance.

Time Frame: Ongoing

Objective: Five to eight housing rehabilitation loans, 20-40 emergency repair grants

Assigned To: Office of Housing and Redevelopment; Community Preservation (Apartment Preservation Program)

Action 1.01-B: Training for Apartment Owners and Property Managers

In collaboration with interested stakeholders, provide training to multi-family property rental property owners and managers regarding project maintenance.

Time Frame: Ongoing

Objective: 80-90 managers trained annually

Assigned To: Office of Housing and Redevelopment

Policy 1.02 Identify and program the construction of basic neighborhood improvements (sidewalks, street trees, etc.) and public facilities (roads, lighting, etc.) in areas where they are lacking or substandard.

Action 1.02-A: Redevelopment Area Capital Improvements

In Redevelopment areas, use a portion of tax increment funds for repair and reconstruction of neighborhood improvements and facilities that are substandard.

Time Frame: Ongoing

Assigned To: Office of Housing and Redevelopment

Action 1.02-B: Citywide Capital Improvements

Through the City's Capital Improvement Program, identify and schedule periodic maintenance and improvement of residential facilities such as streets, sidewalks, etc.

Time Frame: Ongoing

Assigned To: Community Development Department, Engineering Division

Policy 1.03 Assist private initiatives to maintain and improve neighborhoods and homes.

Action 1.03-A: Liaison with Business and Neighborhood Associations

Maintain regular contact with business/neighborhood associations to review maintenance and development concerns and assist in private initiatives to improve neighborhood conditions.

Time frame: Ongoing

Assigned To: Office of Housing and Redevelopment

Action 1.03-B—Community Engagement

Work with neighborhood groups through programs such as National Night Out, Neighborhood Crime Watch, and the Community Emergency Response Teams programs to build capacity for neighborhood problem solving, which often results in improved levels of maintenance of homes and neighborhoods.

Time Frame: Ongoing

Assigned To: Police Department, Fire Department

GOAL 2: ENSURE AVAILABILITY OF HIGH QUALITY, WELL-DESIGNED AND ENVIRONMENTALLY SUSTAINABLE NEW HOUSING OF ALL TYPES THROUGHOUT THE CITY

Throughout its history, Fremont has valued high-quality residential development that is both attractive and safe. Design of the built environment continues to be an emphasis of the City. This goal is meant to ensure that new housing development continues to meet Fremont's high standards for attractiveness and safety, and that it also takes into account the need for environmental sustainability and the desire to make Fremont an "aging-friendly" community.

Policies and Actions

Policy 2.01 Continue to update and apply building codes and adopt and maintain design standards to ensure development is of high quality, incorporates sustainable measures, and is consistent with the scale and character of the community.

Action 2.01-A: Multifamily Design Guidelines

Adopt new Multifamily Design Guidelines that provide detailed guidance to developers of multifamily projects. The Guidelines are meant to ensure high quality while also reducing delays and uncertainty for developers by clearly describing the City's design criteria and design interests in multifamily developments.

Time Frame: Fall, 2009

Assigned To: Community Development Department, Planning Division

Action 2.01-B: Site Plan and Architectural Review

Continue to use the City's site plan and architectural review process to assure that development is of a high quality and consistent with the scale and character of the community while also assuring that developers receive guidance from the City early in the development process so that affordable and multifamily housing projects are not delayed.

Time Frame: Ongoing

Assigned To: Community Development Department

Action 2.01-C: Green Buildings

Green buildings have a reduced environmental impact, are healthier for occupants, and also result in energy conservation and utility cost savings, making them more affordable over the long term. When green measures are considered during project design, they can be incorporated at minimal or no cost. Where the City has discretionary approval authority, ensure that new residential construction achieves adopted green building standards.

Time Frame: Ongoing

Assigned To: Community Development Department

Action 2.01-D Evaluate Universal Design

Universal Design calls for residences to be built with certain design features that would improve their livability. Housing units that incorporate Universal Design improvements are more adaptable to persons as they age or face physical challenges so they can still function well in their homes.

The City will evaluate the feasibility of a Universal Design Ordinance that provides for greater adaptability and accessibility of housing. In the interim, the City will encourage housing developers to incorporate Universal Design features such as no-step entries, a bedroom and full bath on the first floor, and wide interior doors and hallways in their projects.

Time Frame: July, 2010

Assigned To: Community Development Department

Action 2.01-E: Explore Alternatives to Minimize Need for Wider Streets

In order to meet fire safety needs and requirements set forth by various utility providers and environmental agencies, rights-of-way are growing wider. The land and improvement costs related to these wider streets can constrain housing development. Continue to work with utility providers and developers to minimize the need for wider streets.

Time Frame: Ongoing

Assigned To: Community Development Department

Action 2.01-F: Utility Trench Backfill

Soil excavated for utility trenches is typically not used as backfill because it may not meet specifications. However, backfill would likely be cheaper for the developer than the common practice of importing backfill. Continue to evaluate alternatives that would save money and added truck trips by re-using excavated soils for backfill.

Time Frame: Ongoing

Assigned To: Community Development Department

Action 2.01-G: Solar Panel Incentive Program

Solar photovoltaic systems can lower utility bills for occupants while reducing the carbon footprint from new development. The Redevelopment Agency will evaluate establishing a solar panel incentive program for affordable multi-family projects.

Time Frame: Fall 2010

Assigned To: Redevelopment Agency

GOAL 3: ENCOURAGE THE DEVELOPMENT OF AFFORDABLE AND MARKET-RATE HOUSING IN ORDER TO MEET THE CITY'S ASSIGNED SHARE OF THE REGIONAL HOUSING NEED

| | |
|--|-------------|
| Units Affordable to Very Low Income | 1348 |
| Units Affordable to Low Income | 887 |
| Units Affordable to Moderate Income | 876 |
| Units Affordable to Above-Moderate Income | 1269 |

As described in Chapter 4, Fremont has sufficient residentially-zoned land at appropriate densities to meet its projected needs for this Housing Element cycle. However, even with appropriate zoning in place, challenges remain in developing new housing, particularly affordable housing. The following policies and actions are meant to further encourage development of affordable and market-rate housing to meet the City's share of the regional need.

It should be noted that while housing for extremely low income (ELI) households is not separately assigned as part of the Regional Housing Needs Assessment, the City estimates that 52 percent of its very low income population is in the ELI category, therefore about 700 of the very low income units would need to be affordable to extremely low income households.

Policies and Actions

Policy 3.01 Develop and utilize all available funding resources in order to provide the maximum amount of affordable housing feasible.

Action 3.01-A: Mid-Term Review of Redevelopment Agency's Implementation Plan

The Redevelopment Agency dedicates 20 percent of its revenues to affordable housing in Fremont. This is the largest single funding source for affordable housing in the community. Under the Agency's current conditions - without a Plan Amendment to raise the cap on the amount of tax increment to be received in the Industrial Area - the Agency expects to accrue approximately \$28 million in Low and Moderate Income Funds by fiscal year end 2013/14. Of this total, it is anticipated that approximately \$8.5 million would be allocated to Administration and Debt Repayment; \$7 million to Agency programs (such as the Neighborhood Home Improvement Program and the Agency's First Time Homebuyer Program); \$4 million to new construction of housing initiatives; and \$8.5 million to the Agency's opportunity fund to be used to supplement Agency programs and/or for additional new construction projects.

In the event the Agency is successful in its efforts to implement the Plan Amendment to raise the revenue cap, the Agency would expect to accrue approximately \$42 million in Low and Moderate Income Funds by fiscal year end 2013/14. Of this total, it is anticipated that approximately \$8.5 million would be allocated to Administration and Debt Repayment; \$9

million to Agency programs (such as the Neighborhood Home Improvement Program and the Agency's First Time Homebuyer Program); \$20 million to new construction of housing initiatives; and \$5 million to the Agency's opportunity fund to be used to supplement Agency programs and/or for additional new construction projects.

Current policy is to allocate 80 percent of Redevelopment Agency affordable housing funds toward programs and projects for renters and rental housing, and 20 percent of these funds to programs and projects supporting home ownership. In recent years, the Agency has exceeded the 80 percent target allocation for renters and rental projects.

The Redevelopment Agency is required by law to conduct a mid-term review of its Implementation Plan. The next Agency mid-term review will take place in early 2011. As part of the mid-term review, the Agency will review target allocations and adjust them as necessary to help the City meet its housing needs. In the event the Plan Amendment is approved, the Mid-Term Review would provide an opportunity for the Agency to make modifications to its policies and goals to ensure that Agency funding continues to be allocated appropriately to meet the City's housing needs.

Time Frame: Spring 2011

Assigned to: Office of Housing and Redevelopment

Action 3.01-B: Consider Modifying Inclusionary Housing Ordinance

The City's Inclusionary Housing Ordinance includes limited provisions whereby developers can contribute to a Housing Trust Fund in lieu of constructing affordable units within their projects.. The City has been working on revisions to the Inclusionary Housing Ordinance that would increase opportunities for developers to choose to pay the fees rather than provide units, and expand the uses for the Fund to include supportive services for extremely-low, very-low, and low-income populations. However, based on a 2009 court decision, the City is re-evaluating the proposed modifications to the Ordinance.

Time Frame: By April 1, 2010, determine whether to move forward with revisions to the Inclusionary Ordinance in light of the recent court decision

Assigned To: Office of Housing and Redevelopment; Planning Division

Action 3.01-C: Develop a Target Percentage of Affordable Housing Funds to Support Extremely Low Income Households

Extremely low-income (ELI) households are a subset of very low income households who earn 30 percent or less of the median income. More than 65 percent of ELI households face a severe cost burden related to housing (more than 50 percent of income going toward housing costs), and they are the income group most likely to experience a housing crisis when faced with rent increases, foreclosure, or other adverse event.

The Redevelopment Agency will conduct an in-depth analysis of ELI household housing needs and will develop a local policy target percentage of affordable housing funds to meet the housing needs of this segment of Fremont's population, consistent with all applicable statutory obligations.

Time Frame: Spring, 2010

Assigned to: Office of Housing and Redevelopment

Action 3.01-D: Maximize Existing Funding Resources

Ensure that the City is utilizing the full amount of CDBG and HOME funds available as part of the Urban County and HOME Consortium Program. Continue to provide support and information to developers in seeking additional funding resources such as Low Income Housing Tax Credits, Mortgage Revenue Bonds, Affordable Housing Program funds, etc.

Time Frame: Ongoing

Assigned To: Office of Housing and Redevelopment

Action 3.01-E: Impact Fee Deferrals

Continue to offer deferred payment of impact fees as an option for affordable housing projects.

Time Frame: Ongoing

Assigned To: Community Development Department

Policy 3.02 Promote existing opportunities to intensify development.

Action 3.02-A: Maintain Inventory of Residential Vacant and Underutilized Land and Encourage Development

The City will maintain an inventory of residential vacant and underutilized land and encourage development of the land. No residentially designated parcel may be changed to a lower density than shown on the General Plan land use map nor may any residentially designated parcel be changed to a non-residential land use designation unless findings, supported by substantial evidence, can be made by the City Council pursuant to the provisions of Government Code Section 65863.

Time Frame: Ongoing

Assigned To: Planning Division

Action 3.02-B: Marketing Package for Multi-Family Housing

The City has developed a marketing package for multi-family developers. The package includes an inventory of available incentives (modified parking requirements, impact fee deferral, etc.), a description of density bonus provisions, and identification of staff contacts. The City will continue updating and distributing this marketing package through written materials available at the Development Services Center, on-line information, and through one-on-one contacts with developers.

Time Frame: Ongoing

Assigned To: Planning Division

Action 3.02-C: Redesignation of Land for Higher-Intensity Housing Construction

While the City has sufficient land available to meet its projected housing needs through 2014, the City will continue to consider rezoning land for higher intensity (greater than 30 units/acre) development of both market rate and affordable housing as opportunities arise. The City will evaluate these possible conversions in accordance with the General Plan, taking into account the need to focus housing growth near transit and also the effect on the local economy.

Time Frame: Ongoing

Assigned To: Planning Division

Policy 3.03 Encourage the development of a diverse housing stock that provides a range of housing types (including family and larger-sized units) and affordability levels throughout the community.

Action 3.03-A: Continue to Encourage Development of Second Units

The City's second unit ordinance is intended to encourage production of second units on residential parcels. The City will continue to work with property owners to encourage development of second units.

Time Frame: Ongoing

Objective: 70 second units during planning period

Assigned To: Community Development Department

Action 3.03-B: Continue to Encourage Development of Affordable Family and Larger Sized Units

The Redevelopment Agency has adopted, as a criterion for awarding funds to projects, the targeting of a range of unit sizes, including units suitable for larger families. The City and Redevelopment Agency will continue to encourage the development of affordable units that have a sufficient number of bedrooms to accommodate larger-sized family households. Units may be either rental or for purchase.

Time Frame: Ongoing

Assigned To: Office of Housing and Redevelopment

Action 3.03-C: Continue to Allow Manufactured Housing in Single-Family (R-1) Districts

The City currently allows manufactured housing, which tends to be more affordable, in single-family (R-1) districts. The City will continue to allow manufactured housing in single-family districts.

Time Frame: Ongoing

Assigned To: Community Development Department

Action 3.03-D: Encourage a Mix of Affordable and Market-Rate Housing Near Transit

Housing is a critical component of a successful transit-oriented neighborhood. Studies show that the most successful transit-oriented developments offer a range of housing types and affordability within a short distance of transit. As part of the City's comprehensive General Plan Update, the Land Use Element will include new policies to encourage a mix of housing near transit. The City will also continue existing policies to encourage a mix of uses near transit such as no density limit for mixed use projects, no minimum open space requirement for mixed use, administrative processing of lot consolidation requests, and financial support where available for mixed use affordable projects. See also Action 6.03-A.

Time Frame: 2010

Assigned To: Community Development Department

Action 3.03-E: Alternative Housing Concepts

Identify and encourage best practice alternative housing concepts such as co-housing which have proven effective in housing populations such as frail and isolated seniors, foster and emancipated youth, homeless, etc.

Time Frame: Ongoing

Assigned To: Community Development Department

Action 3.03-F: Encourage Affordable Housing in a Variety of Locations

Continue to encourage production of affordable housing in different parts of Fremont, while taking into account funding restrictions and the City's goal to focus housing near transit.

Time Frame: Ongoing

Assigned To: Community Development Department

Policy 3.04 Remove constraints to housing development

Chapter 5 describes a number of constraints to housing development in Fremont. Several actions intended to remove these constraints are listed below.

Action 3.04-A: Consider Modifications to Parking Requirements for Various Housing Types

Parking was identified by stakeholders as a barrier to housing development due to the associated costs. Evaluate modifications to residential parking requirements, including allowances for tandem parking spaces, and possible reductions if analysis indicates that residents are likely to need less parking based on income level or proximity and/or proximity to transit.

Time Frame: January, 2011

Assigned To: Community Development Department

Action 3.04-B: Evaluate Unbundling of Parking near TOD Areas

A parking system that “unbundles” parking from residences theoretically would provide for more efficient use of land for parking. However, in practice, there are a number of challenges with implementing an unbundled parking program. Evaluate options for unbundling of parking near TOD areas.

Time Frame: January 2011

Assigned To: Community Development Department

Action 3.04-C: Early Identification of Possible Project Issues

In most housing development projects, there are challenges that must be resolved prior to permit issuance. Examples can include on-site historic resources; environmental requirements such as stormwater retention, hazardous materials, or wildlife habitat; water supply; traffic circulation, etc. The sooner these issues can be identified, the sooner discussions can begin between the applicant and the appropriate agency to resolve them. Require enough design detail early in the development process to allow early identification of project challenges.

Time Frame: Ongoing

Assigned To: Community Development Department

Action 3.04-D: Continue to Coordinate Development Review with Outside Agencies

Outside agencies such as the Alameda County Water District, Union Sanitary District, Pacific Gas and Electric, and the Regional Water Quality Control Board have requirements that must be considered and incorporated into the development permit process. While the City works closely with these agencies and others to try to streamline review, the development community continues to identify coordination as a constraint. Continue to work with outside agencies to establish standards, share information and provide coordinated information to the development community.

Time Frame: Ongoing

Assigned To: Community Development Department

Action 3.04-E: Review Fee Structure

Within six months of adoption of the comprehensive update to the City’s General Plan (targeted completion date, Summer 2010), review the City’s impact fee structure to assure that fees are equitable and fair in relationship to the infrastructure needs identified in the updated General Plan and that fees are reflective of actual costs and remain consistent with the provisions of the Quimby and Fee Mitigation Acts. In particular, the City will analyze park dedication and development impact fees for ELI units where supportive services are also provided, and will analyze traffic impact fees based on income level, disability, and proximity to transit.

Time Frame: Within six months of adoption of the updated General Plan.

Assigned To: Community Development Department

Action 3.04-F: Complete Implementation of Process and Procedure Improvements

A study of the City's development processes was completed in 2008 and identified 130 recommendations for improving the City's development review processes. When implemented, these recommendations will streamline the City's development process, providing improved customer service and efficiency to housing developers.

Time Frame: Fall 2010

Assigned To: Community Development Department

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GOAL 4: PRESERVE EXISTING SUPPLY OF MORE AFFORDABLE HOUSING OPTIONS

Fremont's existing housing stock includes not only more than 1000 rental units that are income restricted, but also almost 800 mobile homes and over 20,000 multifamily units that, while not income restricted, tend to be more affordable housing options for individuals and families. At the same time that the City promotes construction of new housing, it will work to retain the existing supply of more affordable housing options.

Policies and Actions:

Policy 4.01 Preserve the existing supply of affordable housing, rental apartments, and mobile homes.

Action 4.01-A: Preserve "At Risk" Affordable Housing Units

Continue to monitor affordable housing developments that could be at risk for converting to market rate. There are three developments at risk during the 2007-2014 time frame representing 158 total units at risk. The City will utilize its financial resources (Redevelopment funds, HOME and CDBG, State and Federal funding sources, etc.) if necessary to aggressively prevent the conversion of affordable housing units to market rate. City staff carefully monitors at-risk units and believes, based on its past success in achieving continued affordability of at-risk units, that conversion of units can be prevented with minimal investment of the City's limited affordable housing funds and maximum utilization of existing state and federal programs. However, should the City receive notice that any of the three at-risk projects is converting to market rate, the City will work with the property owner to ensure tenants receive timely notification and information on alternatives. The City will also evaluate the potential of using outside funding to preserve the units.

Time Frame: 2007-2014

Objective: 158 units preserved over planning period

Assigned To: Office of Housing and Redevelopment

Action 4.01-B: Long-Term Affordability Restrictions

Continue to require long-term affordability restrictions for existing and new housing units assisted with public funds. Currently, the Inclusionary Housing Ordinance requires a 99-year affordable term for rental units and a 30-year affordable term for for-sale units. For purposes of consistency with other preservation programs, the City is evaluating whether these terms should be modified to 55 years (rental) and 45 years (for-sale), respectively, as part of the revisions to the Inclusionary Housing Ordinance (see Action 3.01-C).

Time Frame: Ongoing

Assigned To: Office of Housing and Redevelopment

Action 4.01-C: Apartment Acquisition/Rehabilitation

The Redevelopment Agency will continue its Apartment Acquisition and Rehabilitation Program, which provides funding for affordable housing developers to acquire and rehabilitate multifamily rental units.

Time Frame: Ongoing

Objective: 140 units over the course of the planning period

Assigned To: Office of Housing and Redevelopment

Action 4.01-D: Mobile Home Preservation and Rent Stabilization

Preserve existing mobile homes (756 mobile homes) and continue to enforce the City's Mobile Home Rent Stabilization Ordinance.

Time Frame: Ongoing

Objective: Preserve 756 existing mobile homes

Assigned To: Office of Housing and Redevelopment

Action 4.01-E: Continue to Implement Condominium Conversion Ordinance

The City's Condominium Conversion Ordinance limits and sets conditions for conversion of no more than 100 rental units in any calendar year to condominiums. It is intended to maintain the community's supply of rental units. The City will continue to implement the ordinance.

Time Frame: Ongoing

Assigned To: Planning Division

GOAL 5: ENSURE THAT ALL PERSONS HAVE EQUAL ACCESS TO HOUSING

In addition to development and preservation of housing, the City of Fremont is also committed to ensuring that all individuals and families have fair and equal access to housing. This goal includes programs to assist special needs households, including seniors, disabled, and the homeless.

Policies and Actions:

Policy 5.01 Enforce Regulatory Measures to Protect Individual Rights

Action 5.01-A: Residential Rent Increase Dispute Resolution Ordinance

Continue the administration of the Rent Increase Dispute Ordinance and consider revisions as necessary to make the Ordinance as effective as possible in protecting both tenants and landlords.

Time Frame: Ongoing

Assigned To: Office of Housing and Redevelopment; City Attorney's Office

Action 5.01-B: Fair Housing Counseling Services

Continue the administration of fair housing counseling services and discrimination complaint assistance.

Time Frame: Ongoing

Assigned To: Office of Housing and Redevelopment; Human Services

Action 5.01-C: Landlord/Tenant Counseling Services

Continue the administration of landlord/tenant counseling and eviction prevention services.

Time Frame: Ongoing

Assigned To: Office of Housing and Redevelopment

Action 5.01-C: Continue Implementation of "Reasonable Accommodations Ordinance."

Continue to implement the City's "Reasonable Accommodations Ordinance" to ensure compliance with the Americans With Disabilities Act.

Time Frame: Ongoing

Assigned To: Planning Division

Policy 5.02 Continue to support housing programs for special needs households such as seniors, disabled, and homeless.

Action 5.02-A: Seniors: Home Equity Conversion Program

Provide information and counseling to senior homeowners on various home equity conversion options.

Time Frame: Ongoing

Objective: 20 homeowners assisted annually

Assigned To: Office of Housing and Redevelopment; Human Services

Action 5.02-B: Disabled: Accessibility Improvements to Existing Housing

Continue to provide rehabilitation assistance to housing units that need accessibility improvements for use by their disabled residents.

Time Frame: Ongoing

Objective: 35 accessibility grants over planning period

Assigned To: Office of Housing and Redevelopment; Human Services

Action 5.02-C: Homeless: Everyone Home Plan

Continue active participation in the Everyone Home Plan, the Countywide plan to end homelessness through a continuum of housing services and opportunities for homeless households, including emergency shelters, transitional housing and permanent affordable housing opportunities.

Time Frame: Ongoing

Assigned To: Office of Housing and Redevelopment; Human Services

Policy 5.03 Continue to support other housing programs for qualifying households.

Action 5.03-A: Rental Assistance Program

Continue to fund the Rental Assistance Program, which assists households at extremely low, very low, and low income levels with move-in costs or delinquent rent due to temporary financial setbacks.

Time Frame: Ongoing

Objective: 20 households assisted annually

Assigned To: Office of Housing and Redevelopment; Human Services

Action 5.03-B: First-Time Homebuyers Program

Over 800 potential first-time homebuyers attended the Office of Housing and Redevelopment's first-time homebuyers workshops during the previous planning period, and over 60 first-time low- and moderate-income homebuyers received down payment assistance from the City in purchasing their first home. Interest in the program has grown steadily since its inception.

Time Frame: Ongoing

Objectives: 60 households receive financial assistance during planning period 500 individuals attend workshops during planning period

Assigned To: Office of Housing and Redevelopment

Action 5.03-C: Mortgage Credit Certificate Program

This program allocates mortgage credit certificates to first-time homebuyers.

Time Frame: Ongoing

Objective: 10 households assisted annually

Assigned To: Alameda County

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GOAL 6: CONTINUE TO PLAY A LEADERSHIP ROLE AND TO WORK COLLABORATIVELY WITH OTHER ORGANIZATIONS TO MAINTAIN AND EXPAND THE RANGE OF HOUSING ALTERNATIVES IN FREMONT AND THE BAY AREA

The need to provide sufficient housing for all income levels and to focus future housing near transit nodes is a regional challenge that requires the efforts, expertise and resources of multiple government agencies, non-profit service providers, and the private sector. This goal is meant to emphasize the role the City can play in promoting dialogue and education around housing issues; the City's intent to play a leadership role in focusing future housing near transit hubs; and the importance of regional cooperation and collaboration.

Policies and Actions:

Policy 6.01 Promote community dialogue and education on housing issues.

Action 6.01-A: Affordable Housing Week

Continue to utilize Affordable Housing Week as an opportunity to publicize the need for and the benefits of affordable housing through Council proclamations, press releases, and other appropriate mechanisms.

Time Frame: Ongoing

Assigned To: Office of Housing and Redevelopment

Action 6.01-B: Affordable Housing Presentations

Make presentations and/or train community groups to deliver presentations regarding affordable housing to the community at large.

Time Frame: Ongoing

Objective: Four presentations annually by staff and/or trained community members

Assigned To: Office of Housing and Redevelopment

Policy 6.02 Collaborate with other organizations in Fremont and the Bay Area to address housing issues.

Action 6.02-A: Support for Non-Profit Affordable Housing Providers

Recognize and support the efforts of non-profit affordable housing providers that are located in Fremont and the Bay Area. Encourage the participation of these providers in developing housing and meeting the affordable housing needs of Fremont households. Examples of support might include public recognition of affordable housing developers, early consultation on projects, or project funding.

Time Frame: Ongoing

Assigned To: Office of Housing and Redevelopment

Action 6.02-B: Inter-Jurisdictional and Regional Planning

Continue to coordinate with local jurisdictions, Alameda County, and regional organizations to plan for residential development and affordable housing opportunities

Time Frame: Ongoing

Assigned To: Planning Division; Office of Housing and Redevelopment

Action 6.02-C: Consultation with Housing Stakeholders

Consult with affordable housing developers, market-rate developers, housing advocates, the business community, and other stakeholders on all proposed housing policy changes.

Time Frame: Ongoing

Assigned To: Planning Division; Office of Housing and Redevelopment

Action 6.02-D: Annual Housing Report

Prepare an annual housing report for review by the City Council including information on progress made towards meeting new construction needs, affordable housing needs, effectiveness of existing programs and recommendations for improvement. Consult with non-profit providers, special need providers and other community resources in the preparation and evaluation of the report.

Time Frame: Annually, ongoing

Assigned To: Planning Division

Policy 6.03 Focus future housing near transit nodes.

Action 6.03-A: Update Land Use Element of General Plan

Consistent with regional planning efforts, the City plans to accommodate much of its future housing need in the Central Business District and in areas near existing and planned transit hubs (Centerville Train Depot, Fremont BART, Irvington BART) and along transit corridors. As part of a comprehensive update of its General Plan, the City will amend the Land Use element to reflect this long-range vision of intensified uses near transit. The updated General Plan will provide a policy basis for future rezoning of land near transit at higher densities.

Time Frame: 2010

Assigned To: Planning Division

GOAL 7: ENSURE AVAILABILITY OF SUPPORTIVE SERVICES TO HELP PEOPLE STAY HOUSED

Policy 5.02 describes a number of housing-related supportive services provided to special needs populations (elders, homeless, disabled). The City also provides/funds a variety of supportive services that are not directly focused on housing and/or are not limited to special needs populations. Research shows that these supportive services are an efficient and effective means to keep people housed. While all of the support services provided by the City or by non-profits with City funding are not necessarily limited to low-income households, most of the consumers of these services are in fact extremely low, very low, or low income.

This goal is meant to highlight the City's commitment to providing supportive services that help individuals and families stay housed.

Policies and Actions:

Policy 7.01: Continue to provide funding for needed supportive services in the community.

Action 7.01-A: Funding for Non-Profit Social Service Providers

The City currently provides funding to local non-profit agencies that offer a variety of supportive services to the community, including homeless assistance, meal programs, domestic violence services, child care services, health services, adult day care, and case management. Services are funded through a combination of CDBG and local funds.

Time Frame: Ongoing

Assigned To: Human Services Department

Action 7.01-B: Continue to Operate the Fremont Family Resource Center

The City partners with more than 25 government and non-profit organizations in the operation of the Fremont Family Resource Center (FRC), where families can access a variety of supportive services under one roof. FRC programs include housing information, youth and family services, case management, child care resources and referral, and family economic self-sufficiency programs.

Time Frame: Ongoing

Assigned To: Human Services Department

Action 7.01-C: Continue to Implement the Pathways to Positive Aging Project

The City of Fremont provides extensive supports to elders, including paratransit and in-home health and case management services. As part of its Pathways to Positive Aging project, the City is partnering with numerous other service providers and community volunteers to enhance the service network and to increase community awareness. This work is funded through a combination of outside grants and local funds.

Time Frame: Ongoing

Assigned To: Human Services Department

Policy 7.02: Encourage inclusion of supportive services in new affordable housing developments.

Action 7.02-A: Encourage Location of Case Management and other Supportive Services in Affordable Housing Developments

Research shows that convenient, accessible supportive services are a key to keeping many families housed. Where it is feasible, encourage on-site case management and other support services in affordable housing developments, or provide space which would allow services to be brought on site.

Time Frame: Ongoing

Assigned To: Office of Housing and Redevelopment; Human Services Department

Action 7.02-B: Encourage On-Site Child Care in Affordable Housing Developments

Convenient, affordable, high quality child care is an important support for families with children. Where it is feasible, encourage on-site child care in affordable housing developments serving families with children.

Time Frame: Ongoing

Assigned To: Office of Housing and Redevelopment; Human Services Department

Action 7.02-C: Encourage Location of Senior Supportive Services in Affordable Housing Developments for Seniors

Research shows that in order to assist older adults to age in place, access to support services are a key. Where feasible, encourage affordable housing developments to locate senior services on-site or at a minimum, provide space which would allow community senior services to be routinely brought on site.

Time Frame: Ongoing

Assigned To: Office of Housing and Redevelopment; Human Services Department

End Notes

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